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THE AMERICAN

# School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

VOLUME 124, NUMBER 6

JUNE, 1952



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# THE AMERICAN School Board Journal

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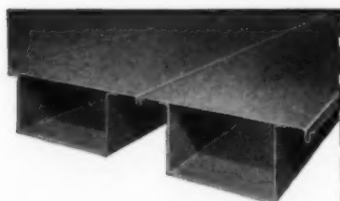
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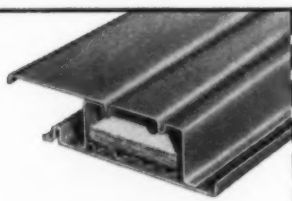
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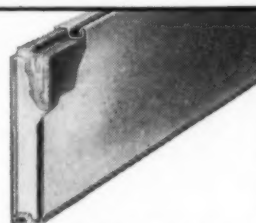
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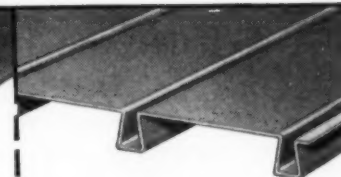
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# National Association Finds Growing Interest in Written Policies for Boards of Education

Edward M. Tuttle

As reported in these columns in April, one of the most popular features of the N.S.B.A. Convention in St. Louis was a half-day discussion of "Written Policies for Boards of Education." At the regional meetings of the American Association of School Administrators in Los Angeles and in Boston, joint sessions were devoted to this same topic and were attended by more than 250 superintendents and board members in each case. Discussion was lively and indicated a growing recognition on the part of both administrators and school boards that it is very desirable to have available in concrete form the policies which are guiding the operation of the school system.

One of the general session speakers in Boston used the expression that "school board members come and go" in emphasizing the full-time responsibility of the superintendent for keeping all the activities revolving around the school going forward. In answer to this it should be brought out that while individual members of a board do change, often with considerable frequency, the board itself as an instrument of service to the community goes on and on. Moreover, we must recognize that school administrators come and go, too, far more frequently than they should for the good of the schools in some communities. In checking up recently, Dr. Willard Givens, N.E.A. executive secretary who will be retiring next August, found that only one of the superintendents in the fifty or more largest cities of this country is still occupying the position he held when Dr. Givens became secretary 18 years ago. But again, the position of superintendent of schools in a given community is a permanent or continuing office even though filled by a succession of administrators over a period of years.

Here we have the basic reason for the desirability of formulating, maintaining, and frequently revising written or printed policies regarding the schools of a community. Then new board members and a new administrator will have some guide as to what has gone before and will not be groping in the dark with every likelihood of creating unfortunate reversals that will upset the community. With a knowledge of established policy, progress can be made by evolution rather than by revolution.

## Summary of Recommendations

Without saying anything more, I reproduce below the *Summary of Recommendations on Written Policies for Boards of Education* as

evolved by the twenty discussion groups at the 1952 Convention of the N.S.B.A. in St. Louis. It is not complete or final, but represents the results of a lot of good hard thinking.

A total of 298 participants included 237 board members, 42 administrators, and 19 others. Two hundred sixty-five school districts were represented of which 93, or 35 per cent, reported written policies. Some others reported policies in preparation.

The report of the group recorders as reviewed and summarized by Donald D. Hall, president of the Midland, Mich., school board, and Mrs. G. C. Hudson, member of the Long Beach, Calif., school board, acting as recorders-in-chief, was furnished to all those who attended the national convention on the day following the discussion. It was as follows:

### 1. Major reasons why written policies are desirable or undesirable:

There seemed to be unanimity of feeling that a written statement of school policies and working relationships is desirable for every school community regardless of its size and character. It was felt that such a statement would benefit all relationships to the schools, board members, administrators, teachers, other employees, patrons, and students.

Statements of policy were recognized as valuable in the indoctrination of new board members, and new executive, teaching, or other personnel.

Such statements can avoid misunderstandings and confusion by defining responsibilities and authority, and by stating policies so they may be readily interpreted at any level of responsibility.

The public can better understand and appreciate its schools when authoritatively informed through written policy. Written policies give continuity and consistency to the board's position and stand as a bulwark against pressure groups.

Written policies permit definite interpretation by the administration. Such policies also "give armor to the administration in controversial cases."

The immediate and ultimate objective should be the improvement of education. To quote an apt expression, "A statement of policy might well be a 'Bible' for better school operation, but it should never become the entire library."

### 2. Concrete suggestions as to how best to develop written policies and keep them up to date:

It was the consensus of the registered

## INCENTIVE

Forced-to-go never gits far, ye know.

— CAPTAIN LEEZUR

in Vesty of the Basins

by Sarah P. McLean Greene

Just as individuals get further when the urge to accomplishment comes from within, so do communities. Compulsion, even by qualified authority, seems inevitably to breed opposition and discontent. As Samuel Butler expressed the matter nearly 300 years ago, "He that complies against his will, is of his own opinion still." No matter how good the reasons given, people grow stubborn when they feel forced into making a decision for which they are ill prepared — such as voting a school bond issue, for example. But when, by participating with local authorities in a study of conditions and needs, the people convince themselves that the best interests of their community will be served by a new bond issue, they pass it readily and take pride in its success. This is the keynote of all sound progress — to develop incentive rather than to apply force. — E. M. T.

opinions that policies may be developed from a review of the past minutes of board action, from a study of the written policies of other boards of education, and the use of advisory study committees for various phases of the studies, such committees including board, professional, and lay membership.

Other suggestions less recurrent but nevertheless valuable, include a review of publications and reference literature, and consultation with State Departments of Public Instruction, and state and national school board associations.

### 3. Major areas of the educational system which written policies should cover in their local application:

Suggested topics for consideration were numerous. Specific reference was made most frequently to policies relating to the use of buildings and school facilities, salary and personnel, and public relations. A general pattern seems evident which is interpreted as follows:

a) *Legal*: The policies should include pertinent quotations of applicable laws either in a section of the written policies or woven into the fabric where appropriate.

b) *Duties*: The policies should outline the responsibilities and authority of the board of

## Written School Policies—NSBA

education as such, of the individual board member, of the administrator, the executive staff, teaching personnel, and maintenance personnel. Functional relationships should be explained and areas of responsibility defined. An organization chart helps to illustrate these relationships. The time and place of board meetings should be given, as also pertinent bylaws.

c) *General Policies:* General policies cover such subjects as the use of school property, transportation, purchasing or letting bids, athletics, solicitations, public hearings, and adop-

tion of the budget.

Policies on curricula, starting age, tuition, standards of admission, and statements on the philosophy of the educational program may also be included.

d) *Personnel:* Written personnel policies may include salary schedules, qualifications, accreditation, leaves of absence, teacher tenure, and retirement.

e) *Ethics:* Ethical standards for board members, executives, teachers, and other employees may also be quoted.

4. *Ways in which written school board*

policies should be distributed and used in the community:

Suggestions included several means of distribution:

a) Copies should be issued to every board member, school executive, teacher, and employee; to P.T.A. officers, to the newspapers, and to all school and public libraries.

b) Copies should be made available to any citizen at the office of the superintendent of schools.

c) If further coverage is wanted copies can be distributed through the Chamber of Commerce, civic organizations, at offices of doctors and dentists, and to parents of school children.

d) Interest may be promoted by radio, newspapers, television, speeches, etc.

In conclusion it may be gleaned from these reports that straightforward, streamlined statements of basic policy are deemed essential to the harmonious, efficient operation of a school system. It is considered important to avoid too much detail.

If, in the development of these policies, advisory committees may be utilized including board, professional, and lay participation, the policies may be better conceived, understood, and accepted. An accurately informed and interested public is also a strong defense against insidious attacks.

### How School Boards Meet Criticisms

At a three-state conference at New York University in April, a luncheon meeting was devoted to the question "How Can We Deal Properly With Legitimate Criticisms of American Public Schools as Well as Meet Unwarranted Attacks?" Willard E. Givens answered this question from the standpoint of the National Education Association; Benjamin R. Epstein, national director of the Anti-Defamation League of B'nai B'rith, from the standpoint of community organizations; Fred Heckinger, education editor of the *New York Herald Tribune*, from the standpoint of the press; H. I. Willett, superintendent of city schools, Richmond, Va., from the standpoint of the schools; and it fell to me to answer the question from the standpoint of the school board.

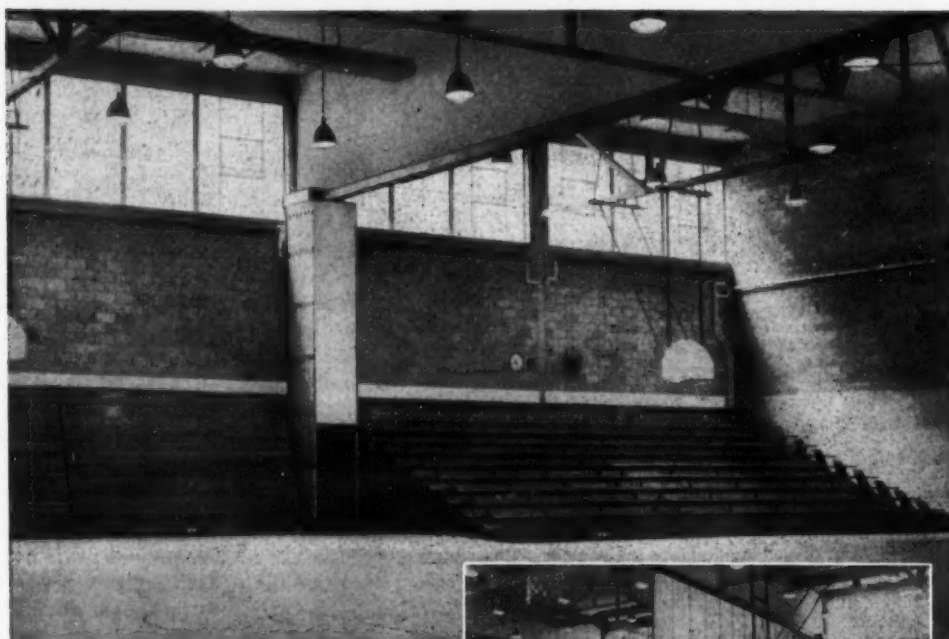
In the five minutes allotted I made the following statement which I would like to extend to the larger audience who are readers of the JOURNAL:

A board of education occupies a key position whenever criticism or controversy arises involving the public schools. This is because the board has been delegated legal responsibility by the state for the maintenance and operation of the local school system. It has employed the administrator and school staff, professional and nonprofessional, and has established the basic policies under which the schools shall be conducted.

Presumably, in the formation of its policies the wise school board has sought to interpret the will and desires of the people of the community both as to the extent and the character of the educational program of the schools. Equally, such a board and its

(Concluded on page 8)

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## NSBA

(Concluded from page 6)

administrator will have sought to keep the people fully informed as to what the schools are trying to do and how well they are succeeding. This is the ideal situation—namely, that in connection with their public schools all the people shall have all the facts all the time. Actually we must recognize that only a limited number of communities have succeeded in approximating this ideal. But their number is increasing rapidly and it is under such conditions that we find the

schools functioning most effectively.

The present reawakening of public interest in public education is a wholesome development. School boards should be the first to welcome and encourage it, and in many places they are doing so. Where they are not doing so, but are so shortsighted as to attempt to ignore or sidestep or answer back legitimate questionings concerning school operation, they are in for certain and serious trouble.

We have been told over and over that criticisms of public education are of two general kinds—those that are honest and sincere in their anxiety that the schools shall do a better job than they are now doing, and those which are intended, for some selfish or subversive motive, to stir up a school con-

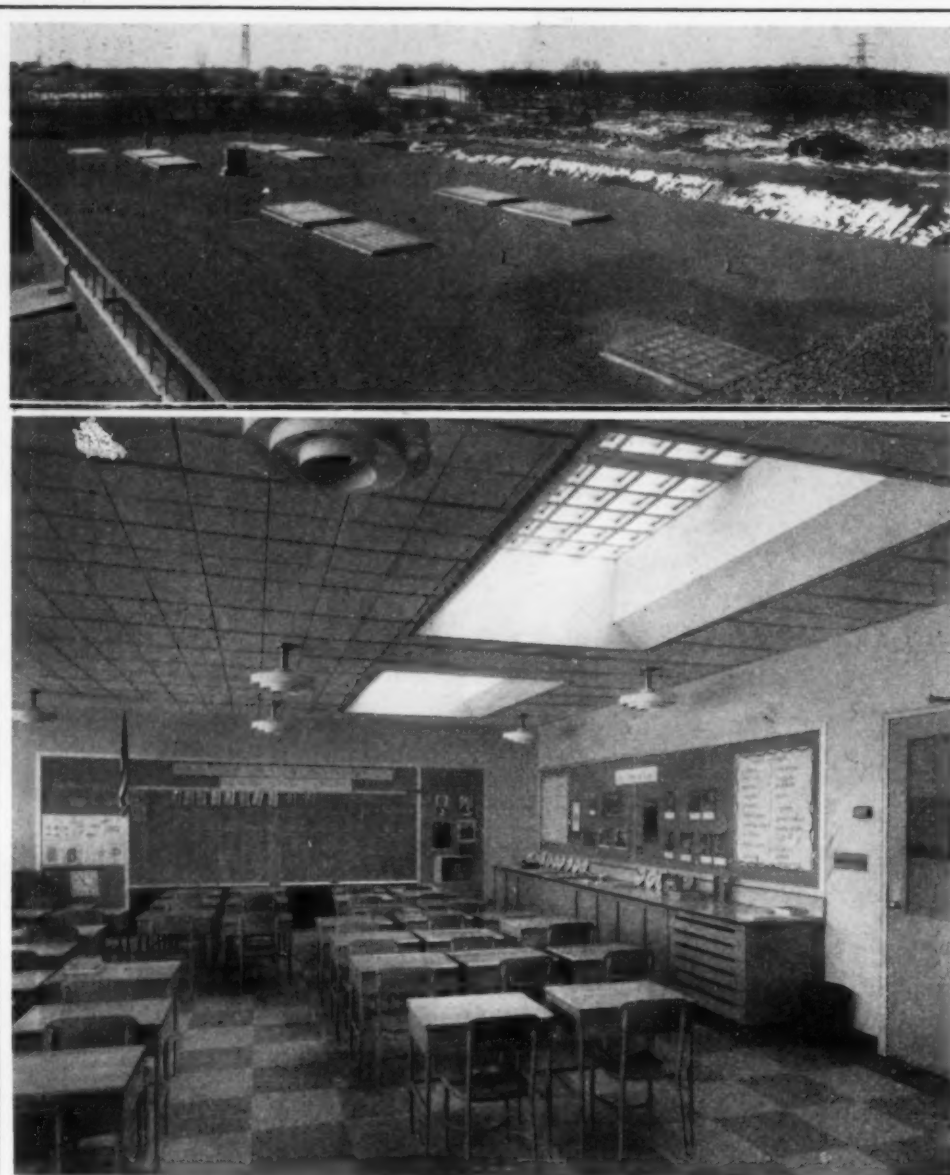
trovery not with the expectation that public education will ultimately be benefited but in the hope that it will be weakened. Actually the distinction between these two kinds of criticism is rarely clear-cut, and most controversies if at all prolonged involve a mixture of both elements, too often unconsciously on the part of the one, but always deliberate on the part of the other.

In any case, the solution is the same, and can best be insisted upon by a board of education which is alive to the combined dangers and opportunities inherent in the situation. This solution is to broaden the base of the inquiry until it involves the whole community and not simply particular segments or special groups whether they be good or bad. In a democracy like ours, we have to believe that when the people as a whole are in possession of all the actual facts necessary to an accurate understanding of a given situation, they will come up with the right answer.

But it is never an easy task to find and filter, or organize, facts in the midst of the welter of hearsay, guesswork, unsupported opinion, and emotional distortion which arises in the heat of controversy. Nor is it easy, once the facts are available, to get the whole community to face and follow them to a satisfactory conclusion. Success both in the discovery and in the dissemination of facts is usually directly proportionate to the number of individuals or groups that can be involved in a serious study of the situation. This necessitates the working together of the lay public and the professional personnel with the approval of the legal educational authority, the board of education, to whom the summary findings and resulting recommendations must ultimately be submitted for action. The board that then acts to carry out the expressed desires of the majority of the community, based on a thorough understanding of actual conditions, will find itself able to accomplish more than it ever dreamed possible for the advancement of our American system of universal public education.

### 1953 N.S.B.A. Convention Dates

In the final business session at St. Louis, delegates to the 1952 N.S.B.A. Convention voted to hold the 1953 Convention just prior to the national meeting of the American Association of School Administrators. By later action of the Executive Committee, it was also decided to lengthen the Convention by beginning on Thursday instead of Friday. The A.A.S.A. has announced the place and time of its next meeting as Atlantic City, February 14-19, 1953. This establishes the dates for the 1953 Convention of the National School Boards Association as Thursday, Friday, and Saturday, February 12, 13, and 14, 1953. All state associations, interested local boards, and publications carrying calendars of coming events, are urged to make note of these dates and to give them wide publicity. Further announcements regarding the Convention will be made from time to time as plans develop.



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# The Redistricting of Schools

*Kenneth E. McIntyre, Ph.D.\**

In a previous article it was pointed out that the redistricting movement is continuing without evidence of slowing down. Through various types of legislation, the number of school districts in the United States had been reduced to fewer than 73,000 in November, 1951, compared with 87,000 reported in 1949. In addition to this widespread activity in the reorganization of administrative units, there have been numerous consolidations and realignments of attendance areas within districts and, in several states, a number of districts have become nonoperative each year by contracting for instruction with neighboring districts. In almost every state, structural changes of some sort have taken place within the past two years.

New legislation has gone into effect during the past two years in Connecticut, Mississippi, New Hampshire, South Carolina, South Dakota, and Vermont. In addition, districts failing to operate a school for three successive years are disorganized through 1951 legislation in Kansas, and the Oregon Legislature has referred a comprehensive redistricting law to a state-wide vote to be held in November, 1952. Basic laws of 1949 and earlier were amended in a number of states, usually involving only minor changes. Possible setbacks include the Iowa Legislature's decision to permit action under old local consolidation laws, and the North Dakota amendment requiring a majority vote in each component district.

## Changes in Southeastern States

The nationwide character of current re-

districting activity is revealed by examining the data from the various regions. In the Southeast, the county unit or the modified county unit (including certain special or city districts) has been the characteristic type of organization in all states except Arkansas, Mississippi, and South Carolina, and these three states are now moving toward the modified county unit. The Arkansas law of 1948 has reduced the total number of districts to 421, including 49 county units, by requiring consolidation of all districts with fewer than 350 school enumerates into one county unit. The Mississippi law of 1950 authorizes county boards of education, with certain restrictions, to set up county units, and the South Carolina Legislature recently enacted legislation that is rapidly resulting in the creation of larger units, some county-wide. Most other states in the Southeastern area report little new activity, except for a considerable number of consolidations of attendance centers throughout the region. The closing of small schools in the county-unit states is generally a peaceful process, although resistance to change is not uncommon. Once the larger centers are established, the people involved usually recognize the benefits, although inadequate transportation services cause dissatisfaction in some counties.

The town (or township) type of organization found in the New England states is not completely adequate for school control, judging from recent agitation and legislation. There has been considerable activity directed toward the establishment of regional schools, especially on the secondary level. Four of the New England states — New Hampshire, Vermont, Massachusetts, and Connecticut — have se-

cured permissive legislation since 1948 authorizing the establishment of regional schools (called "Co-operative Districts" in New Hampshire and "Joint Contract Schools" or "Union Districts" in Vermont). Six regional high schools have been set up in Maine during the past five years, under the Community School District law.

## Basic Units Varied

In the remainder of the states, aside from the Southeast and New England, there is no one characteristic type of basic administrative unit unless it is the small rural district organized to serve only elementary school purposes, together with 12-grade systems in the small towns and cities. However, in most of these states, there are also two or more of the following types: county districts, county high school districts, township districts, township high school districts, rural consolidated districts, intermediate districts for special services, and others. Most attempts at reorganization have been guided by the community unit concept, although practice has lagged considerably behind theory. Although the existing status of school district organization is far short of adequacy in most of these states, it is encouraging to observe that the problem has been recognized by a majority of the legislatures, and laws of one kind or another have been passed.

Although the problems currently encountered vary from state to state, certain factors seem to stand out rather uniformly throughout the nation. The most persistent and most commonly mentioned obstacles to redistricting are found in the areas of finance and extreme localism.

\*Associate Professor, Department of Educational Administration and Supervision, University of Tennessee, Knoxville.



### The Financial Problem

The problem of finance is an outgrowth of decentralization, in that some local units are much more able to support schools than are others, and the wealthy are sometimes reluctant to share the burdens of the less fortunate. Although per-pupil costs are usually lower in larger schools, the leveling of the local tax burden through redistricting often results in higher tax rates in certain component districts. Several states, which are in a position to encourage redistricting through the medium of financial support, contribute to the perpetuation of the *status quo* instead. The existing bonded indebtedness of some districts constitutes an added problem, as does the fear of new indebtedness that could result from centralization. The practice of contracting for instruction, including high school tuition arrangements, has created a problem in many states, in that the sending district usually has a financial advantage that would be lost through redistricting. It is true, however, that contracting provides some immediate financial and educational benefits, and it is possible that such benefits will help to "sell" redistricting in the long run.

Extreme localism has constantly become a greater problem as a result of improvements in transportation and communication, fundamental changes in neighborhood and community structure, and a changing concept of the role of modern educational systems. Throughout the United States, state departments of education report this problem, revealing a need for more understanding of the purposes of modern education, and greater comprehension of the importance of school district structure in achieving these ends. There is no inclination to question the desirability of healthy local control and support of educational programs, but effective local control and efficient expenditure of funds are not characteristics of such unnecessarily small units as are found in a number of states. It is the school children who suffer most from localism that is carried to ridiculous extremes in district structure.

Others problems reported by several states include the following: (1) inadequate roads and transportation facilities, resulting in the operation of unnecessarily small schools or causing children to spend too much time going to and from larger schools; (2) selfishness, feelings of insecurity, and incompetence on the part of some teachers and school administrators who fear the consequences of any change; (3) unpleasant experiences with consolidations that took place in the past; and (4) inadequate legislation.

### The Suburban Districts

Two areas of growing concern that will require additional thought are those of the intermediate district and the organization

of suburban sections around the larger cities. As we proceed to use the "natural" community as the ideal in school district organization, we find that such communities are often unable to provide certain needed special services at reasonable cost. The alternative—larger units—could entail the sacrifice of control that it is felt each community should have over its own program and the means of supporting it. Hence, the need for larger intermediate units for the provision of certain services becomes apparent, unless better methods of providing for and stimulating community adaptability within multi-community basic units can be found. If this latter possibility could be realized, the natural community concept could be viewed in a different light. It would be a mistake to infer from these comments that there can be no provision for local initiative and responsibility on the part of people in attendance areas within a larger administrative unit. Unquestionably, under thoroughly democratic and capable leadership the professional and lay people in each school area can do many important things to improve their own program regardless of what happens in other areas in the same district. Without the power to tax, however, an area with less than district status cannot venture far beyond the financial limits set by the district as a whole. Hence, when a small but ambitious natural community is buried within a larger administrative unit, local initiative is likely to suffer, especially where innovations calling for significant sums of money are involved. There is a need for more research, study, and experimentation involving these problems.

Questions concerning the organization of suburban school systems are arising more frequently as the movement away from highly populated centers continues. It would seem that the natural community idea would apply here also, but suburban communities present special problems that require investigation. Some of the most outstanding school systems in the nation can be found in such communities, so it would appear advisable to give considerable serious attention to a type of organization that is rich in possibilities where conditions are favorable.

### The Argument for Reorganization

The suggestions given by those who are working in reorganization programs reveal a widespread dedication to the "grass roots" approach. By far the most common suggestion is that of improving public understanding of the purposes of redistricting through strong lay participation in the program. Following is a brief composite of the most heavily emphasized points: (1) Stress the educational benefits of reorganization, and document the evidence with sound research. (2) Do not rush it—go only as fast as public understanding per-

mits. (3) Use all existing lay and professional agencies in a common co-operative effort. (4) Take definite steps, early in the program, to get understanding and co-operation on the part of the school personnel, school board members, and community leaders. (5) Be sure to provide fully qualified guidance, where local committees have the responsibility of making technical studies.

It is evident that many of the problems which arise during and subsequent to reorganization are, in the final analysis, really problems of misunderstanding that could be alleviated or eliminated through an honest, common sense, across-the-table type of public relations. One could not deny the existence nor the seriousness of specific problems such as inadequate legislation, extreme localism, and poor state support provisions, but in a democratic system it seems reasonable to assume that most people will want a good thing if they really understand it. There is evidence to show that an increasing number of educators and state department of education personnel are thinking in terms of slow but sound progress through public understanding, rather than helter-skelter disorganization of districts and closing of schools with bigness as the sole objective.

### Progress Is Being Made

In certain states, where permissive redistricting programs have produced few tangible results, many school people are discouraged. It is difficult to understand why, for example, reorganization has moved ahead rapidly in Illinois while it has bogged down across the river in Iowa. There are many possible contributing factors, but an interesting and fruitful area of investigation would be a study of what has happened in those states in which the people are not accepting reorganization. It is generally agreed that any major change in a long established institution requires considerable time before it is well accepted by the public. Finally the innovation is accepted by a majority of the people in an area—but this necessary period of "incubation" cannot be considered to be a loss of time, provided blunders are not made that harm the cause. A good public relations program can no doubt shorten the time of this incubation period, but public opinion does not change overnight. It is not unlikely that in states where few concrete changes are taking place in school district organization, progress is nevertheless being made. The fact that there has been a reduction of more than 46,000 in the number of school districts in the United States since 1938, and an even greater reduction in the number of attendance centers—much of this action having come about voluntarily—would seem to indicate that people do not always resist change, even where money and little red schoolhouses are involved.



# Relationships with People Is the Key

C.P.E.A. in New England Reports on a Study of What the Superintendent Sees as His Major Problems

*George E. Flower, with the Co-operation of  
Cyril C. Sargent and Eugene L. Belisle\**

What are the major problems of the superintendent of schools today? What are the recurring trouble spots that he continually faces? What are the difficulties which he feels prevent him personally from doing the job he knows should be done? What holds back schools from the peak of performance which they could attain?

There are many ready answers. When a school administrator thinks of problems, his first thought is often of finance or plant or salary. Lately curriculum and public relations have been on the tip of many tongues. Certainly there remain pressing unsolved problems of school districting. But a recent study by the Cooperative Program in Educational Administration in New England indicates that while finance and plant and the like may be convenient names for broad problem areas, there are certain factors—as seen by a representative group of school superintendents each in his own situation—which cut clear across them. Moreover, most superintendents know of better practices than they now have or use.

One superintendent first mentioned "plant" as his key difficulty, for instance. But when he began to break that down, it turned out that he was not really worried about what new buildings were needed, or of what type. He felt he already had the answers to such questions, or knew how he could find them. His real problem was that of working out satisfactory solutions with the school board, in a situation where sectional pressures were strong to retain certain clearly inadequate buildings.

In another school system the superintendent referred to a personnel problem. On his recommendation, and for what he considered sound educational reasons, a principal's contract had not been renewed. As a result the superintendent was being showered with abuse from townspeople, and it looked as if a coming bond issue would suffer. What had he done wrong? How could he re-establish community confidence?

A third superintendent pointed to the need for program revision as the crying local problem. But as he too pushed his analysis further, the problem was not what changes to make, but rather how to arouse and sustain interest in curriculum revision among teachers and citizens.

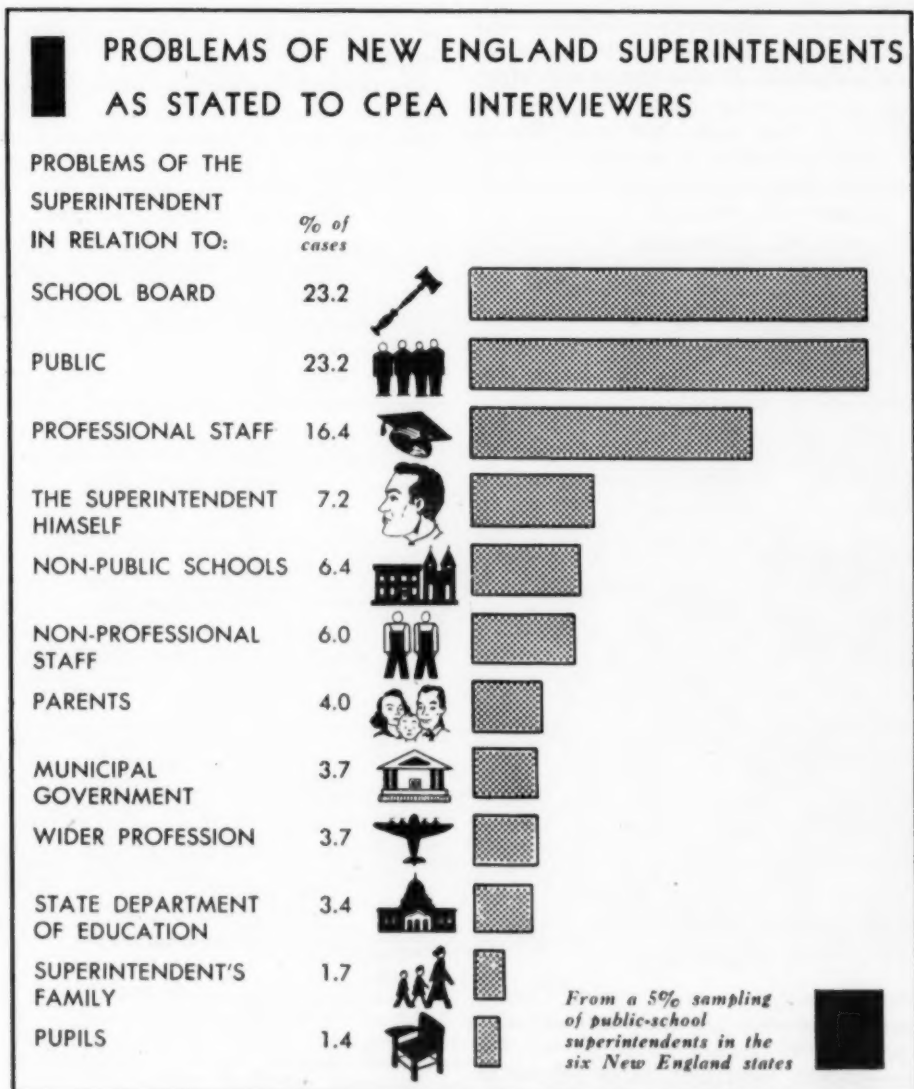
In other words, the New England study suggests that one useful way to look at problems facing school administrators is in terms of *relationships with people* or groups of people. Individual superintendents, speaking freely and confidentially about their own particular problems to C.P.E.A. interviewers, tended to think of their problems in terms of the behavior of the people involved.

The 350 separate situations they described do not readily group themselves in the expected categories of curriculum, finance, and the rest. Instead, relationships with people is

the key: the superintendent in relation to such people as the school board, the professional staff, or his fellow administrators.

## C.P.E.A. in New England Study

The long-term purpose of the Kellogg-financed Cooperative Program in Educational Administration is to improve educational administration in this country. As a beginning in New England it seemed wise to find out firsthand from school executives what they found to be the major problems in their own situation. Considerable material of a general



\*Members of the C.P.E.A. staff, Cambridge, Mass.

nature on the subject was already available from questionnaire studies and reports of various conferences. But the C.P.E.A. conducted a series of open-ended "depth" interviews with individual superintendents lasting a full day in most instances. The idea was that lengthy informal interviews of this type, with complete anonymity assured, could lead to something more basic than the type of statement an administrator is likely to make in a group meeting where even among friends he is somewhat on public view. In a protected atmosphere an administrator can really speak his mind and feelings at a level of frankness and confidence which rarely if ever is reached in a group discussion.

Interviews were arranged with 5 per cent of the public school superintendents in New England. The sample covered all six New England states, and included large city systems as well as rural supervisory unions where a single superintendent's responsibility might include the schools of three or more small towns. The interviewers were three faculty members of the Harvard Graduate School of Education and five Harvard Fellows in Education. All were men with a background in administration themselves, and all underwent training in nondirective interviewing.

Most of the interviews occupied a full day. Two lasted more than one day. One took only two hours and a half. A detailed report of each interview was dictated immediately afterwards, and the problem then became one of classification. The study staff went through each report to tabulate a descriptive account of the meat of each problem mentioned. Problem incidents were described as the superintendent saw them. It was from these incidents that the classification based on relationships with various people or groups emerged.

The accompanying chart shows the frequency with which problems of the various types were met. The outstanding fact is that problems of the superintendent in relation to the school board and to the public together accounted for almost half the situations reported by this representative sample of New England school administrators. Matters of relationships with the board and the public clearly constituted the bulk of the problems as the superintendents saw them. The other categories, with the exception of relationships with the professional staff, fall off rapidly by comparison.

Equally revealing as the frequency of types of problems was the actual description of those problems, at a "beneath the surface" level which has not often found its way into written reports. Comments and some examples of problems as analyzed by individual superintendents are given below.

### Superintendent's Problems in Relation to School Board

This category presents the largest number of problem situations, a number equal only by problems in relation to the public. The eighty incidents mentioned can be grouped as follows:

	No. of Cases
Politics and patronage	17
Difficulties associated with multiple boards in a union superintendency	17
Board rejects superintendent's policy recommendations	14
Definition of the role of the superintendent	12
Personal opposition from individual board members	8
School board — town disagreement	3
Other	9
Total	80

Politics and patronage is popularly supposed to be largely a difficulty of the city school district. Three quarters of the superintendents visited in cities of more than 50,000 population did indicate specifically that political interference in the operation of schools was their most pressing problem. On the other hand five of the 17 cases reported were from towns of less than 2500 population. Examples include pressures in relation to staff appointments, in arranging "favors" for constituents (such as waiving entrance age requirements in kindergarten), and other decisions made on political rather than educational grounds (such as public ownership of school buses blocked by board members who have an interest in present contracts for pupil transportation).

While most school executives would doubtless agree that it is clearly within the function of a school board to reject policy recommendations of the superintendent, yet in 14 cases the superintendent considered that such rejection constituted a serious problem — especially when it came to technical matters of instruction or administration. The administrators concerned considered it their business as professional educators to know about such things. In another 12 cases the definition of the superintendent's role was involved. Some of these were cases of invasion of the superintendent's executive work by the board; others concerned "unreasonable" expectations on the part of the board. For example, "As superintendent in a small system I must be an expert on building construction as well as everything else. Any contractor's errors will be mine in the eyes of the board."

### Superintendent's Problems in Relation to Public

The type of problem mentioned by far the most frequently in this category is summed up in the words of one superintendent as "Getting the people to see needs and opportunities and act on them." Actually this heading could include most of the problem incidents in relation to the wider public. It seems helpful, however, to separate out those which clearly involve relationship with the public over specifics.

	No. of Cases
"Getting the people to see needs and opportunities and act on them"	28
Financial support	13
Public behavior toward and expectations of the superintendent	9
School district organization	7
Personnel	5
School program	5
Individual citizens as "blocks" to school plans	4

Crippling demands on superintendent's time for "community" work	3
Pressure groups	3
The press	3
Total	80

The 28 cases grouped under "Getting the public to see needs and opportunities and act on them" include ten examples of what the superintendents called stubborn resistance to change, resulting, for instance, in the firing of a superintendent who "moved too fast" in a conservative Yankee town. Another four men who were sincerely trying to work with citizen groups felt that "discussion frequently degenerates into providing a forum for two or three forceful individuals." The problems of the press centered about the difficulty of making routine excellence newsworthy.

"The papers yesterday featured the driving instructor's bashed fender, but failed to mention the teachers working on revised curriculum." Again, the press customarily headlined any unpopular action of a superintendent. Several paragraphs later the reasons which made the action necessary would be printed, but most people do not read far beyond the headlines.

### Superintendent's Problems in Relation to Professional Staff

	No. of Cases
Supervision and in-service development	9
Salaries	9
Relations with principals	9
Arousing interest in committee work on such matters as curriculum revision	7
Dismissal and retention	5
Lack of adequate professional assistants	5
Personal teacher-superintendent relationships	4
Other	8
Total	56

Several incidents in this category concerned the superintendent's relationships with supervising principals. These were repeated cases of superintendents who wanted to give individual school principals greater freedom to operate their own schools, including the development of close relationships with the particular segment of the community served by the school. The core of the problem was how to establish "independent" schools within the legal structure of a community-wide school system. A related problem was voiced by two superintendents who felt that while there was a need to delegate more responsibility to their principals, the latter were unwilling to accept the responsibility for an independent creative job. For example, "They go through the motions of an in-service development program . . . but always with the idea that really the central office should be carrying this particular burden."

### Superintendent's Problems in Relation to Himself

Current pressures upon an ambitious administrator to proceed to a doctorate degree



led to the type of problem which arose frequently in this category. "Shall I proceed to the doctorate? It's a union card; but what about time, money, and possible difficulty in making the grade?" A second problem was recognized frankly by several men as difficulty in so organizing their personal work-loads that they were not continually bogged down in shuffling papers. In part, they said, this was undoubtedly due to the multiplicity of responsibilities devolving upon the superintendent. The other side of the question they raised was whether or not some of the problem stemmed from sheer inability on their part to organize their own time more effectively.

Summary of problems centered in themselves as mentioned by superintendents:

	No. of Cases
Pre-service and in-service preparation	5
Bogging down in routine	5
Basic insecurity in the nature of the superintendency	4
"Easing off" in anticipation of retirement	4
Health and finances	4
Other	3
Total	25

One superintendent found himself pressed into two leadership roles in his rural community: one as superintendent of schools, a second as chairman of the town finance committee. The resulting conflict raised so many problems that his advice to his fellow superintendents was to steer clear of all other offices in the public eye!

### Superintendent's Problems in Relation to Private Schools

Since most private schools are denominational, this category was construed broadly to include relationships with religious groups in so far as they affected the public schools. Perhaps it should be re-emphasized that the focus of the study was on *problem* situations: the study was searching for things that were going *wrong*, rather than those which were going *right*. Within this problem context, then, the following difficulties were reported in relation to nonpublic school agencies:

	No. of Cases
Competition from nonpublic schools	12
Religious group dominates school board	4
Difficulties of transfer of pupils from private schools to public schools	3
Instructional program pressures from religious groups	2
Total	22

Incidents reported included five situations where the superintendent felt opposition from private school agencies was operating to circumscribe needed public school building programs. Another example concerns a proposed sex education course which was bottled up indefinitely in a committee of the board following a statement from a local church.

### Problems in Other Categories

Of the remaining seven categories of problems relationships with nonprofessional staff were mentioned most frequently. For example, 14 administrators stated that clerical bottlenecks constituted serious problems. With parents seven problems consisted of what the superintendent saw as "interference" by over-enthusiastic parent groups. Other categories were problems in relation to municipal government officials (in one case a salary increase voted to the superintendent was withheld when he refused the mayor's request for a \$200 political party contribution); in relation to the wider profession (work required by professional associations results in serious time pressures); with the state department of education (controls instead of leadership and advice, for example, especially in the areas of curriculum and legal matters); with the superintendent's family ("Shall I seek ever broadening responsibilities, or shall I remain in one job to give some security and continuity to family living?"); and with pupils (How can we provide adequate offerings for atypical children in a small school system?).

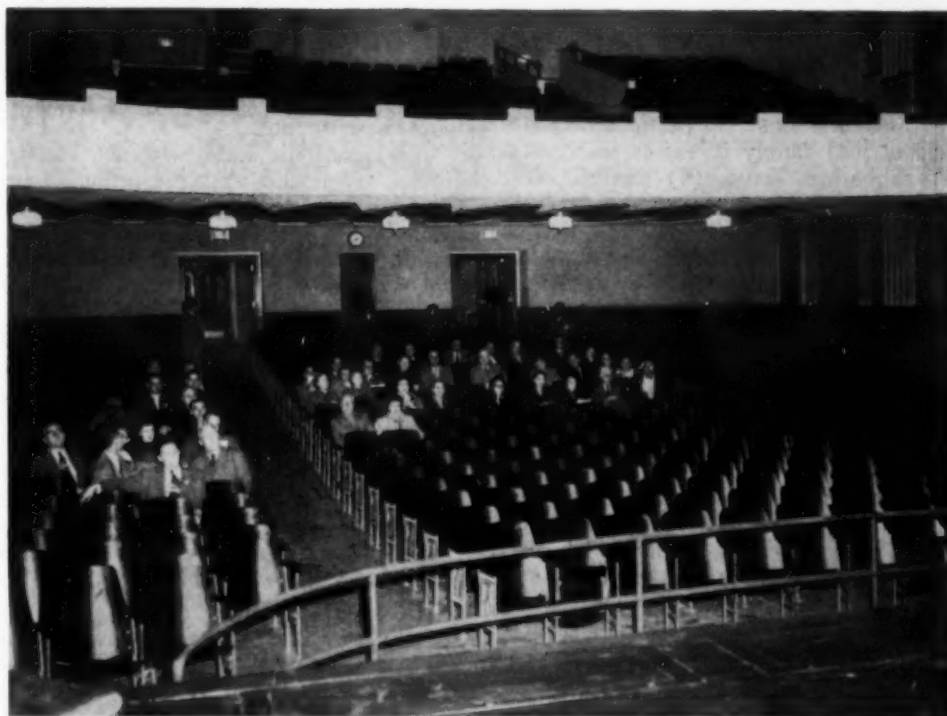
### What Does All This Mean?

Perhaps some of these problems should be viewed as "gripes," rather than basic difficulties. Yet the central fact remains that

when these superintendents described their problems as they saw them in down-to-earth terms, relationships with people was the key; and relationships between superintendent and the school board, superintendent and the public accounted for about half the problems mentioned.

What does this mean? For one thing, it fits those conceptions of administration which emphasize that a major function of the administrator is to stimulate and facilitate purposeful co-operative effort among people related to the schools. Only by joint effort on the part of public, board, professional and nonprofessional staff, and others can the schools satisfactorily carry out the multiple tasks assigned to them. As the chief executive officer, the superintendent carries the responsibility for stimulating and co-ordinating all these separate energies into an efficient, purposeful operating unity.

This raises problems: chiefly problems of relationships. And this in turn suggests that a fruitful field for careful attention and study by professional educator and interested layman alike is the wide area of interpersonal relations. There are no easy answers to the 350 problems raised by the New England superintendents; but perhaps some helpful clues can be uncovered if problems of administration are approached as questions of relationships and of motivation and co-ordination, rather than merely as questions of plant, curriculum, or finance.



### Silence Gives Consent

A meeting called by the Clinton, Iowa, school board to discuss a school building program and the reorganization of attendance districts brought out a crowd of 75 people in spite of the fact that the entire program will require over \$4,500,000. Inquiries revealed the fact that the community is quite satisfied with the efficient conduct of the schools. (Photo, Clinton Herald)



# Improving Substitute Teaching

Clifford V. Jones\*

In the present state of emphasis on educational improvement, why is so little attention paid to the substitute teaching situation? Why do we continue to handle this necessary part of the service as a continuous series of emergencies? Need for continuing, as nearly as possible, the uninterrupted flow of the educative process has resulted in the recognition of the necessity to employ substitute teachers. It is recognized that regular teachers will be absent from their assignments from time to time; in order that the educational program may go on, competent substitute teachers must be provided.

The substitute teacher is not uncommonly referred to as "a necessary evil of our present public school system." The attitude underlying this phrase bespeaks a situation permeated with abuses and problems. No doubt the situation has resulted from abuses on the part of both the substitutes and the school systems, but its tolerance in allowing it to continue can be definitely charged to complacency, disinterest, and a lack of knowledge of what is actually taking place in the classrooms.

The record shows that the most common need for substitute teachers stems from the following situations: (1) personal illness or accident, (2) family illness or emergency, (3) sabbatical leave, (4) central office needs, such as committee work, etc., (5) maternity leave, and (6) military tour of duty. Practically all school systems of any appreciable size must allow for substitute teachers, both in budgetary planning and personnel management. One city with a teaching staff of 2400 recently reported the necessity of carrying an eligibility list of nearly 1000 substitutes to meet the 6000-day calls which reach the central office each year. Such a situation represents a sizable segment of the educational program. It deserves a much more positive consideration than administrators and boards of education commonly give it. To this end the following five points are suggested as a means of making the substitute teacher a more contributive link in the educational program.

## 1. Selecting the Substitute

Standards of certification as high as supply and demand will allow should be required. The nature of the job being as it

is, particular energy should be given to securing substitutes with:

- a) good academic, moral, and ethical background, a sound philosophy of life and education, and a belief in universal education
- b) prompt and adaptive capabilities
- c) a cheerful disposition and a pleasing personality
- d) a co-operative attitude

## 2. Instructional Meeting of Substitutes

This meeting is not intended to replace such documental instructions or suggestions as are handed out at present by some school systems, but rather to emphasize and expand such material. Attendance at such a meeting is not out of reason to expect of one seeking substitute employment, and it could be used to introduce these people to many important matters of policy and practice and to instruct them specifically on what is expected of them. It would also serve as a valuable chance for the substitutes to ask questions and to make suggestions. Such a meeting would be of great moral value to substitute teachers in that it would give prestige and dignity to the job of a substitute.

Consideration should be given, in large groups, to conducting the meeting in two parts: (1) a general policy meeting for the whole body of substitutes, and (2) a number of sections planned for more specific orientation on matters applicable to several appropriate groups of teachers. It is obvious that the value of such a meeting would be in proportion to the quality of planning and chairmanship provided by the central office. It would be of value to have all the principals of the system in attendance.

## 3. Superintendents should establish uniformity for handling substitutes in the different schools.

This program should give particular recognition to the fact that each substitute makes a first appearance at each school he goes to, when he is likely to possess little or no acquaintance with the school building, the program carried on, the pupils, the faculty, or the administration. On subsequent assignments in a particular school the substitute becomes more efficient in meeting conditions as he finds them. The fact remains that the situation does exist

and because a substitute teacher has been provided so that the educational process may continue without break during the absence of a regular instructor, administrative effort should be used to provide as smooth and efficient a teaching situation for the substitute as possible. The following suggestions are given as particularly important in this phase of the program:

a) The substitute should be received and signed in at a desk easy to locate in the main office. This should be handled by a competent clerk who can clearly and efficiently explain the substitute's schedule and any other pertinent matters in the day's program.

b) The substitute should next be introduced to the principal or vice-principal. In case this is impracticable at the moment, he should be told their names and turned over to a competent person (secretary or student) to be escorted to his assigned room.

c) On arrival at the room he should be shown the use of the different keys turned over to him for the day. The escort should assist in locating lesson plans, roll book, seating charts, textbooks, tablets, paper, etc., for the day's activities. If the pupils have arrived the escort should introduce the substitute to them.

## 4. Principals should instruct teachers to prepare for the substitute.

Inasmuch as many absences come about unexpectedly, the regular teacher must realize how important it is that such tools as roll book, seating charts, keys, and lesson plans be available at all times. Administrators practically all agree to the need of this practice, but commonly it is not followed. Through some such group participation as teachers' meetings the staff should co-operatively become acquainted with the substitute teaching situation and its problems. Out of this activity should stem conclusions as to the regular teacher's responsibility in the situation. It should result in an attitude of respect and a desire to assist the substitute where possible.

## 5. Teachers should instruct pupils on proper treatment of substitute teachers.

Some teachers do a fine job of this and their rooms are usually a pleasure to teach in. However, many teachers range from

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(Concluded on page 76)

# THE LEGAL STATUS OF LOCAL SCHOOL BOARDS

*Madaline Kinter Remmlein\**

## PART II: SCHOOL BOARD MEMBERS

The real legal characteristic of a school board cannot be overemphasized. Its existence is separate and distinct from the individuals composing it. Yet, it cannot be denied that it is composed of individuals. Therefore the legal status of school board members must be considered from the individual point of view.

The manner of choosing members of a local school board is provided by state law. Local electors have no inherent right to choose their own school board members. The legislature may provide for their election or appointment and may prescribe their qualifications.

School board members are more often elected by popular vote than appointed. Frequently school board elections are held separately from the general elections and nonpartisan elections are prescribed in the majority of states. When school board members are appointed rather than elected, they are usually appointed by the city council or by the mayor with the consent of the council. Variations occur, however, from state to state, and even within a single state from one class of district to another.

Regardless of whether school board members are elected or appointed, they generally must meet certain qualifications. Residence is the most common qualification. Usually also the individual cannot be the holder of another public office, or at least of an incompatible office. When school board members are appointed, antinepotism laws may apply. In many states constitutional or statutory provisions are aimed against the appointment to office of persons who are related within a prescribed degree to the appointing officer or his associates in office. All such qualifications for eligibility to school board membership are valid.

### Term Fixed by Statute

The term of a school board member is fixed by statute. It is most commonly three

years, but is as long as six years in some districts. Regardless of the designated length of term, however, most laws state that a school board member holds over until his successor is elected or appointed and qualified. Qualifying for office includes words or an overt act of acceptance of the position, the taking of oath of office, and the furnishing of bond if it is required.

If a school board member resigns, dies or is removed from office before the end of his term, a vacancy exists and it must be filled according to statutory procedure. School laws frequently declare that the office of school board member shall become vacant by nonuse—that is, if the incumbent fails to attend board meetings over a designated period of time. The office may be abandoned also without notice of intention in the form of a resignation. To create a vacancy, however, the abandonment must be total and under circumstances that indicate relinquishment. When residence is a requirement, permanent removal from the district is abandonment.

Statutes usually enumerate specific grounds for removal of public officers generally or of school board members in particular. These statutes usually mention such things as malfeasance, misfeasance, neglect of duty, inefficiency and incapacity. The procedure to be used in such a removal is also prescribed by the statutes.

Since the school district's power to act rests in its school board by statute, the law implies that these powers are meant to be exercised by the joint deliberation of the members. Personal agreement in advance among the board members or some

of them as to how they will vote in a future board meeting is void as against public policy. In connection with some types of board business, the law requires that action be taken in a public session. However, some courts have sanctioned the policy practiced by some school boards that convene in executive session to decide policies which are officially adopted in later public sessions to comply with such a statute.

### Notices for Meetings

Board members need not be given notice of regular meetings; they are presumed to know when the regular meetings are scheduled. But each member must be notified of special meetings; otherwise, the business conducted at the special meeting is void.

In a duly convened board meeting, a quorum is necessary to do business. If a quorum is not present at a particular meeting when some action is required, the meeting can be adjourned and the business validly taken care of at the continued meeting. Mandamus is available to compel a member to attend meetings when his absence has necessitated continuance of a meeting scheduled by law for the transaction of specific business.

It is usually a matter of statute that school board members may not have any personal interest in the contracts or other business of the school board. If there is no such law, the common law would prohibit a member from voting in a matter in which he has a personal interest. Even with the knowledge and consent of the rest of the board, it is contrary to public policy for a board member to vote on such a matter. This is especially true if the issue is quasi judicial. If the action of the board imposes a burden or confers a privilege or right on a person or group, a member of the board interested directly or indirectly in the person or group, or in the burden, privilege, or right, should not vote. The rule does not apply if the act of the board is merely to prescribe a general rule.

Nor is the interest sufficient to disqualify a board member merely because he owns a piece of land near a site to be improved for school purposes, or because he is a property owner on which a tax levy



\*Alexandria, Va. This article is based on part of the author's book to be published by McGraw-Hill.



is under consideration. But a member who is a stockholder in a corporation doing business with the board may not vote on giving the corporation any business, nor can an officer of a bank vote that the funds of the school district be deposited in his bank unless it can be proved that using his bank as a depository would not profit the bank.

### Challenging a Vote

The general rule is that a proposition adopted by a majority of one vote—the vote of a member with a personal interest therein—will be declared void if challenged. The action is not necessarily void if the interested board member's vote is not necessary to make a majority. The courts are not agreed on this point: some seem to be swayed by the seriousness of the possible influence; others are strict, regardless, holding that a member having a personal interest would probably influence the other members, and a party not "represented" on the board would be at a disadvantage.

The liability of the board as a board has already been discussed. Separate from the liability of the board as a corporate entity is the question of the personal liability of board members. If a school board is liable as a corporation, payment to meet the obligation is made out of school funds. If an individual board member is liable personally, he must make payment from his personal funds, although in certain kinds of cases the board may reimburse him from the corporation funds.

Some school laws state that individual board members will be personally liable for their violation. For example, if a board purchases real property without authority of the voters of the district or lets a contract without obtaining competitive bids when these procedures are mandatory prescriptions of law, the members of the board may be held liable personally by provisions of law, even though the action was taken by the board duly convened. However, these instances are rare, and unless provided by statute, individual board members are not personally liable when the board acts as a board.

When an individual board member acts for the board as its agent, he may or may not be liable personally depending upon the circumstances of the case. Ordinarily he is not liable in the same way that a private agent is legally responsible under the theory of implied authority. A private agent is liable if he exceeds his authority, because he implies that his act has been authorized and the other party has no means of knowing the extent of his powers as a private agent.

### Personal Liability in Contracts

Personal liability to carry out the terms of a contract made by an individual board

member arises only if the individual uses language that expressly binds himself individually or pledges himself as the responsible contracting party. If the board member conceals, mistakes, or misrepresents his authority, there is no evidence of an intent to make a contract but only to induce the other party to make the agreement.

Thus, a contract cannot be enforced against an individual board member unless he intended to assume responsibility for performing the agreement. This intent must be clear because the presumption is that the member of a school board has no intention of assuming personal liability but rather is acting for the board. If a board member acts in good faith and does not assume personal liability, he is not personally liable. This is true even when the contract he attempts to execute is *ultra vires*. If a board member clearly assumes personal liability, he is personally bound, regardless of whether or not the contract is within the powers of the board. That the agreement is *ultra vires* should be known to the other party who therefore enters into the transaction with his eyes open so far as the law is concerned.

If a board member erroneously induces another to enter into a contract by claiming that he has authority he actually lacks, the board member is liable on the ground that he deceitfully concealed or misrepresented his authority, provided the agreement is within the powers of the board. The other party has no means of knowing that his representation of authority was false, unless it is an agreement that the board itself had no authority to make.

A contract made by a board member as agent for the board, if exceeding his authority but within the scope of the board's authority, may be ratified by the board as a whole. To constitute ratification, however, the board must act with full knowledge of the facts and the terms of the contract, and it must proceed according to the procedure fixed by law, if any, for the making of such a contract. If the contract is such that the board had no power itself to enter into the agreement, the board cannot validate the unauthorized act of its member, since the contract is void and not ratifiable.

Signing one's own name to a contract does not necessarily result in personal liability. The prevailing rule is that one or more members may individually sign contracts for the board, subject to the foregoing principles of contract liability in general. There is, however, a minority rule that imposes personal liability if a board member signs without naming himself as a member of the board. Hence, it is wise, if not essential, for the school district to be named as the contracting party; and if the names of board members are included in the contract, their title should be given to indicate that they are making the agreement for the board and not as individuals.

A further precaution is to include in the contract a statement that no personal liability is assumed on the part of the members of the board acting for the board as its agents.

### Losses Charged to Individual

With regard to fiscal liability, reimbursement for losses charged to individual board members may be authorized by legislation. Such reimbursement, however, is limited to particular kinds of losses, certainly excluding any loss on account of a member's dishonesty. Members are sometimes held liable personally when school money is diverted from one fund to another, contrary to law, even though the diversion is only temporary. Usually, however, the courts would not impose liability in such circumstances if the diversion had been made in good faith but through mistake, especially when no loss has resulted. If the diversion has been made dishonestly, as for the personal use of a board member, the amount becomes a preferred charge against his entire personal estate.

School board members are not individually liable on a promissory note given by the school board unless it can be proved that they personally intended to be responsible. However, they may be liable individually in tort to an innocent party who suffers a loss through purchasing a note issued by the board in some instances, as for example, when the board has bought land without the approval of the electors as required by statute.

The governmental immunity from other kinds of tort actions, as for personal injury to body, property, or reputation, attaches to board members individually so long as the injury was caused by the negligence of the board in its official actions. When the board delegates some authority to a member to act as its agent, however, the individual must be responsible for his own acts of negligence in carrying out the directions of the board. In other words, every individual is expected to take due care for the avoidance of harm to others. The principle of *respondeat superior* applicable in the law of private agency does not apply when an individual is the agent of a public body that has governmental immunity. If the board can legally delegate some duty to one of its members, that member is responsible for carrying out that duty in a careful manner and would be liable for torts resulting from his own negligence. The board did not authorize him to act negligently.

Membership on a local school board entails considerable moral and legal responsibility. It should never be considered a political plum that will further the self-interest of the individuals composing the board. Fortunately cases in which board members have been found guilty of misconduct in office are rare.



# Working With a Preparation-Type Salary Schedule *Howard M. Aker\**

In last month's issue of the *SCHOOL BOARD JOURNAL* the evolution of Milwaukee's preparation-type salary schedules was described. The implementation of the schedules is being carried on in two phases: the first, to arrive at definitions and regulations respecting the evaluation of equivalent professional training; the second, to provide an expanded program of in-service training.

## Evaluation Policy

In November, 1950, following the adoption of the recommendations of the special salary committee, Superintendent H. S. Vincent appointed an Evaluation Policy Committee. This is a committee of nine voting members consisting of five classroom teachers, two elementary principals, one secondary principal, and one assistant superintendent. The superintendent and the chairman of the board's finance committee are ex-officio members. The committee began its work with a survey of current practices in the larger cities of the country. Particularly helpful was the study given to procedures worked out in Newark, Baltimore, San Francisco, Los Angeles, Long Beach, and Oakland for recognition of a broad field of teacher-preparation activities. The committee then proceeded to draw up a set of general policies for the evaluation of training and to fix a standard unit of measure. This "unit" was defined as "a semester hour of university or college credit, or its equivalent as defined by the Board of School Directors." Definitions of units of equivalent training were then set up in the following areas:

1. Professional study in nonaccredited schools
2. Courses taken in the armed services
3. Professional study under private instructors
4. Service on professional committees
5. Travel
6. Work experience
7. Study or teaching in in-service training courses
8. Teaching experience

A total of 32 units was taken as the measure of one year of preparation. The usual semester hour requirements of 16 instruction hours plus outside preparation or 32 hours for laboratory-type courses were established as uniform standards in all training categories.

The committee's recommendations regulating the acceptance of these equivalent

types of training were approved by the superintendent and by the board in July of 1951. Since most of the provisions were retroactive, all members of the staff were informed of the new rules and policies and were invited to submit certification of their training with an application for evaluation. The first reclassifications in the revised salary schedules were made effective January 1, 1952, and thereafter the upgrading of qualified members of the staff was to be placed on a month-to-month basis. The processing of some 2000 applications has proceeded under the direction of an Evaluation Committee appointed by the superintendent. This placement in the salary divisions according to training qualifications disclosed a tremendous reservoir of professional preparation possessed by the teaching staff; training which had not received previous recognition. For example, in December, 1951, the distribution of certificated employees in the salary divisions was as follows:

	Number	Per cent
Division A (less than a bachelor's degree)	340	13
Division B (bachelor's degree or equivalent)	1466	55
Division C (master's degree or equivalent)	857	32

In March, 1952, over 600 reclassifications had been approved on the basis of certified evidences of preparation, and the distribution of the staff in the salary division was as follows:

	Number	Per cent
Division A (less than a bachelor's degree)	323	12
Division B (bachelor's degree or equivalent)	1266	48
Division C (master's degree or equivalent)	661	25
Division D (M.A. or equivalent plus 16 credits)	262	10
Division E (M.A. or equivalent plus 32 credits)	151	5
Total	2663	100

This amounts to a reclassification upward for over 25 per cent of the staff. The cost of the additional training increments in 1952 will total some \$75,000.

## Aspects of Equivalent Training

The problem of setting objective standards for the evaluation of certain varieties of training presents many practical difficulties. The following illustrations indicate some of the rough spots in the Evaluation Policy Committee deliberations.

**Authorship.** All members of the committee were agreed that authorship deserved recognition as a valuable professional activity. However, no formula could be found to translate into semester hours of credit the varying degrees of scholarship and research manifest in the examples considered. The committee, therefore, made no recommendation in this field.

**Travel.** A similar difficulty in the assessment of travel credit was resolved by limiting such credit to that earned under the auspices of an accredited school on a conducted tour-for-credit basis.

**Professional Committee Service.** The decision to establish a basis for earning equivalent credits for service on professional committees was undertaken with some misgivings. It was recognized that many teachers have given time and energy to committee work in curriculum and related fields, and that these activities have benefited both the individuals concerned and the school system. It was also felt that regulations for earning credit in this field could help to clarify committee objectives and encourage more uniform and efficient committee practices. Committee work for credit was therefore carefully circumscribed. Regulations providing for approval of specific semester objectives for supervisory leadership, for a definite schedule of meetings, and for attendance requirements were set up as conditions to be met before credit for professional committee service could be granted.

**In-Service Training Courses.** Approval of credit allowances for all in-service training activities other than work toward an academic degree was placed in the hands of the superintendent. Superintendent Vincent has restricted these credits allowances to two areas. In the field of Red Cross sponsored courses in First Aid and in Home Care of the Sick an equivalent credit basis was established. Since January, 1951, over 2400 members of the staff have earned First Aid certificates. This illustrates the practical assistance rendered by the equivalent credit program to the job of meeting the schools' responsibilities in Civil Defense preparations.

In the field of expanding in-service training opportunities a policy of operation under the sponsorship of accredited schools has been rigidly adhered to. Milwaukee is fortunate in having three institutions which offer excellent opportunities for graduate study as well as a number of colleges and

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## A Working Board of Education—



*Board of Education, Milltown, New Jersey*

The Milltown board of education is engaged in an extensive program of improvement to the instructional and physical facilities of the school district. An enriched educational program is being considered and the school plant has been improved by enlarging one building and generally remodeling the classrooms and furniture to meet changed instructional methods. The salary schedule has been moved upward three times in three years and the sick leave policy has been liberalized.

Standing, left to right: Henry Christ; Robert B. Cleland, district clerk; Robert Betzler. Seated: Edward S. Rickards, supervising principal; Dr. John C. Burke; Joseph M. Crabel, vice president; Christian Jensen, president; Warren A. Junker; Mrs. Kearney Y. Kuhlthau; Joseph Kreisell.

specialized schools. The planning of a co-operative effort with those institutions followed a survey of members of the staff to determine the areas in which additional training opportunities were desired. Then in conferences with representatives of the University of Wisconsin Extension Division, Marquette University, and Wisconsin State College at Milwaukee a program was designed and put into operation in the spring semester 1951. A series of eight-week courses was set up in the three areas of special techniques, community study, and general interest. Some of the course titles — Techniques for Word Study, Teaching Elementary School Science, Milwaukee's Welfare Resources, Survey Course in Conservation, Foreign Affairs, Approach to Fine Arts—indicate the variety of interests. A uniform fee basis and registration procedure was agreed upon by the three sponsoring schools. Instruction was about equally divided between members of the supervisory staff and the college and university faculties. About 300 teachers participated in the spring series and in the evaluation of policies and procedures which followed. The short term setup was endorsed by a nearly unanimous vote and, in a similar series offered in the fall of 1951, enrollments exceeded 400.

### **In-Service Training Program Objectives**

That the salary incentive for earned credits introduces the possibility of misuse

of in-service training opportunities cannot be denied. The accumulation of credits per se is obviously not a desirable goal. It is considered equally undesirable to attempt to duplicate the regular semester college and university offerings which are available to the staff. Actually, while the salary schedule permits teachers to advance to the master's degree division and beyond without the granting of a master's degree, it is to the teachers' advantage in terms of economy and advancement opportunities to earn a graduate degree. A great many of Milwaukee's teachers are applying their extra time to study toward a master's degree which as Superintendent Vincent stated in a recent bulletin, "... is fast becoming the standard of teacher preparation."

Beyond this major in-service activity of graduate-degree work lies the field toward which our special courses are oriented. The major objectives or areas of promotion may be stated as follows:

1. *Courses in the field of special techniques.* Certain courses may profitably be designed to fill voids in individual teacher's preparation, to strengthen areas of weakness, or to introduce new developments and procedures. Here supervisors have opportunities to offer intensive and practical courses of instruction in an ideal instructional situation wherein the suggestions for improved methods and materials can be immediately applied and the results discussed and evaluated. This type of instruction is being offered with encouraging

results in the fields of reading, music, art, science, industrial arts, administrative practice, and social science.

2. *Courses in the field of community study.* A second area for the promotion of in-service opportunities is that of community study. A successful start has been made in this important area with studies of Milwaukee County's many resources in the fields of welfare and conservation. Valuable assistance has been received from public and private agencies. Plans are under way to extend these studies to other aspects of community life such as local government, industry, racial components, etc. A two-week tour of the state under the sponsorship of Wisconsin State College at Milwaukee is planned for at the close of the spring term. This will feature instruction in the history, geography, and geology of the state as well as some conservation study.

3. *Courses in the field of general interest.* A considerable demand is apparent for subjects of a general cultural nature. Lecture-discussion classes in *Foreign Affairs*, *Current Events*, and *Art Appreciation* have had large enrollments. In the *Foreign Affairs* classes top rank lecturers from the state university have made a major contribution to understanding in this important and complex field.

4. *Courses designed to implement professional committee work.* A final role in which the in-service program attempts to

(Concluded on page 76)



# Merit Rating and Salary Increase

William A. Cook, Ph.D.\*

Merit rating of teachers, seriously discussed for forty years in professional conferences and literature, and attempted as an administrative measure in many cities, bounds back periodically into the focus of attention. We shall naturally continue to discuss and disagree upon many professional matters. But when a leading journal for school administrators contains one article<sup>1</sup> by the dean of a great teacher's college completely demolishing merit rating for salaries, and follows it immediately with another article by a prominent city school executive describing the success of such rating in his city—well, it makes one wonder.

Personally I dislike the conclusion that we schoolmasters are as much at sea as such a contradiction indicates. Such diverse viewpoints must reflect failure to find a common basis, then to apply it sensibly to the practical problem, and, most of all, to be sure we really understand one another. With no pretense at a full discussion of the problem, I venture a few pertinent observations.

Some schoolmen would settle the entire question by citing the cities where merit rating has been tried and discontinued. One might equally argue that the very trials of merit rating show that our time-worn bases of seniority and in-service training have signally failed to meet the test. Becoming realistic for a moment, almost any superintendent knows that the growing strength of teachers organizations is probably the most potent cause for the discontinuance of merit rating for salary consideration. A failure of anything calls for a clear definition of exactly what failed, who was trying it, and how he was applying it.

Basic to any consideration of this subject is the platitude which too many still do not accept, that ever since people began to "hire and fire" other people, we have had merit rating, and that it will continue as long as personnel are retained for service, labored with, and dropped from employment. While employers are rating prospective or actual employees, employees of course are rating their prospective or actual employers. Every entrance on service and every separation from service involves this mutual rating, be it professional service at one

end of the line, or common labor at the other. Even without any consideration or compensation, as in the case of friendships or membership in a social organization, the sifting and evaluating process steadily continues.

## Teachers Evaluate Their Superiors

Teachers are forming their definite estimates of principals and superintendents just as surely as the reverse is going on. In these judgments they cover personal and professional elements, just as they do in extra-school relationships. They may record their evaluation in writing, or they may merely carry it in mind. They may reveal their conclusions to the person evaluated, or to someone else, or to no one at all. They may do a fair and just job of rating, or they may do it very poorly and unfairly. But the fact of evaluation simply cannot be eliminated: *it is there*.

Many would terminate the discussion at this point by quickly conceding that we should have rating, but only for the purpose of improvement, not for salary adjustment. Have teachers so much stronger desire for improvement than other groups, that they move to their optimum performance with no compulsion? A rise in certification requirements compels them by increased thousands to increase their training. Many administrators believe that teachers practically reach their zenith in approximately five years, except under unusual stimulus. Ask workers in competitive nonunion business and industry (as I have) what regard they have for a rating which does not affect their remuneration—they smile. The nonsocialized professions, such as law, medicine, engineering, the ministry, nursing, etc., definitely recognize that their remuneration is linked with their rating.

Our chief concern then should be to seek the best and fairest method of evaluation. If much is at stake, certainly each party ought to know what the other party to the relationship is seeking. A teacher can no more expect to satisfy a principal or superintendent without exchange of views than a superintendent can expect to satisfy a board of education without intercommunication. Daily we are applying this same principle to the relationship of pupil and parent and teacher. Each needs to know what the other expects, and each is bound to check performance against that standard to the best of his

ability. Mere inability to do the job accurately does not for a minute mean that the attempt must not be made.

Most superintendents will concede that the deplorable status of the American school superintendency today is due to unfair rating. In general, boards of education are only slightly better fitted to evaluate superintendents than parents are to evaluate teachers. When common sense finally rules, superintendents will be retained primarily on the basis of the evaluation placed upon them by their professional staff. Here we restate a point previously hinted, that rating of professional service in the schools should be reciprocal. A superintendent who approaches his task in that spirit can go far with merit rating.

## The Opposition to Rating

We are told that merit rating for salary is a "touchy" subject. Yes, school administration is a "touchy" occupation from many angles—every time a teacher is dropped, every time a teacher is promoted over his fellows, every time a candidate is chosen over another candidate. Frankly, this article is written from the standpoint of improved education rather than of care-free superintendents, if there are any.

We are warned that merit rating will produce division in the staff. The mere chance that one person in an organization will become jealous of someone who is evidently doing a better job should scarcely prohibit steps for the improvement of the total service. Any teachers who cannot readily tolerate improvement of the total service should separate themselves, or be separated, from the service. Grant that there are situations of many sorts in our many schools. Nevertheless, taking human nature as it is, stern competition in a laudable direction is about the most powerful incentive one can imagine to high professional spirit.

Those unfavorable to rating frequently urge that it places excessive power in the hands of one person. Adverse conclusions as to a teacher's merit, endangering tenure or the enjoyment of minimum increases of salary, should not be drawn on the basis of one person's opinion. Principal, superintendent, and special supervisor (if available) should all be polled. If two judges do not agree, a third should be called. Neither should an adverse decision be reached on the basis of a single observation, although conversely it often is pos-

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<sup>1</sup>AMERICAN SCHOOL BOARD JOURNAL, Vol. 119, No. 1.



sible to assign a highly favorable rating on a single observation. Remember that in an athletic field meet a competitor is allowed three trials.

### Co-operative Rating Criteria

The determination of criteria for rating should be reached co-operatively. Teachers know the qualities of good teaching. Let them with administrators prepare a plan as simple and objective as possible. A teacher's general culture, command of essential subject matter, ability to impart it, ability to exert such control as will permit him to impart it, possession of acceptable personal and physical traits, and co-operation with parents, fellow teachers, and administration constitute the most of what is necessary. The results of classroom teaching should always be subject to measurement by tests, but the value of a teacher cannot be totally measured by tangible achievement. And it most assuredly is not to be measured merely by sitting in his classroom, as teachers in adjoining classrooms often can testify.

Great damage has been wrought to merit rating by the many quantitative ratings of the past. Too many have partitioned the hundred or thousand points which supposedly constitute the excellent teacher, into all the way from a score to a hundred captions, each "scientifically" weighted by a "panel of experts," composed perhaps of the members of a summer seminar of school superintendents. Despite the overlapping and ambiguity of the various criteria, this procedure has greatly assisted in platting the profile of a good teacher, and has protected against lopsided evaluations.

The danger in this method lies in the assumption that the sum of a column of figures gives the merit rating of the candidate. Obviously, he might score very high entirely without "Voice" or without "Good Taste in Dress," but no one would want such a teacher. Merit rating must proceed rather on the basis of minimal qualifications on a number of major headings, plus credit for outstanding excellence above such minima. In other words, one is a good teacher because he has no disqualifying defect, and in addition possesses various strong points. Merit rating thus shakes off crippling, misleading mathematics in the same way that pupil promotion has outlawed the use of fractional divisions on the per cent scale.

### Five Large Merit Groups

From this, one emerges with teachers rated in a few large groups: e.g., *unsatisfactory*, *passable*, *average*, *good*, *excellent*. That conforms to our general judgment of people out in life, and their performance in all fields of activity. It lays a basis for recognition of teachers as worthy as one of about five different types of salary treatment. The lowest classification should

be separated from the service; the next might continue without salary increment; the third, or middle, group might receive a regular increment, no longer termed "automatic"; and increased increments could go proportionately to the two upper groups.

What price do we pay for dispensing with merit rating? Let us first regard the problem from the standpoint of the outsider, him whose confidence we seek because he pays the bill, whose support we *must* have with education under assault from various sources throughout the country. How does he measure a business unwilling to evaluate its personnel critically, while involving thirty millions of people and costing billions of dollars annually?

### The Price Teachers Pay

1. Numerous studies show that our training schools do not draw teachers strongly from the high-intelligence group, especially not in comparison with other professions. This poor showing has not been overcome by FTA.

2. The average citizen holds teachers in low esteem, as evidenced by his usually prompt "No" to the query whether he would exchange work and remuneration with his child's teacher. Recently much publicity was given to the fact that the state average wage for window washers in one commonwealth was above the average salary of teachers in that state.

3. In business and industry the worker must produce. So must his son and daughter on leaving school. He cannot understand why teaching candidates should be scrupulously sifted before selection at possibly \$2,500 a year, and then move placidly on to perhaps \$4,500 without further inconvenience aside from an occasional summer course.

4. Business and industry do not concede that there are just two classes of employees: those who fail and are dropped, and those who hang on. They believe that passable employees should fall into several classes, even though unionism seems often to approve the idea that all on the job are to be paid a uniform wage. If we evaluated pupils as we usually do teachers, the report card of a worker's child would show only two symbols: *Passing* and *Failing*.



A good slogan for citizens' committees.

Next, what is our denial of merit rating doing to our opinion of ourselves:

1. A conscientious teacher of social studies once remarked to me that he never knew what it was to be dead-and-buried-alive until he entered the schools of a large city, with automatic increases stretching out a decade or two ahead of him. He felt the effect, and was heroically resisting it, but his kind are none too numerous.

2. Most school people will not urge their own children to enter teaching.

3. Many who return to teaching apologize, "I stayed at it so long I cannot get away from it."

4. Younger teachers with growing families to support shake their heads over the maximum paid an old teacher who because of a birthday will be dropped next year as unemployable. If that is his present condition, his salary should have been diminishing for the past several years.

5. The turnover in teaching still is definitely higher than in other professions, due to the elimination of the many of low ability, and the voluntary withdrawal of many of ambition and capacity on the ground that merit receives little recognition in teaching. Tenure and retirement have been a great help, and salary over the years limps along approximately in step with the cost of living, but nothing will attract high-class talent to enter teaching and to stick to it as will effective provisions for promotion on merit in salary and position.

### IN THE NATIONAL CAPITAL

The Washington *Times-Herald* recently commended a teacher who had taken her class to see the newly reopened White House:

We want to commend Mrs. Katherine Graves who teaches third grade at Thomson school. She escorted her youngsters to the White House bright and early yesterday, told them to keep their eyes open so they could "write things and tell about it."

So far as we know, and we hope we're wrong, she was the only schoolteacher hereabouts who took advantage of the White House re-opening. Which brings us to our point. Why are District schoolchildren so seldom seen in the congressional galleries, the Smithsonian, the Library of Congress, the Lincoln Memorial, the hundred and one interesting places in Washington that schoolchildren elsewhere travel many miles to see?

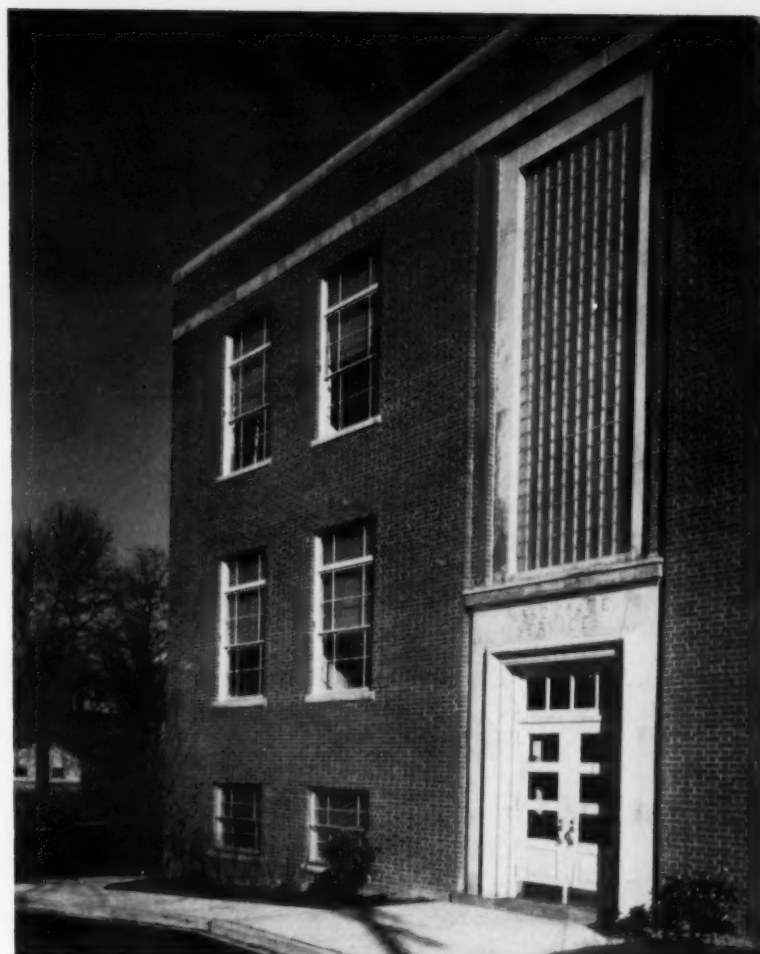
History is made every day in this unique capital, yet our youngsters seem to stick to their books and classrooms, a ho-hum way to teach when the raw material is so close at hand.

We propose that superintendent of schools Corning get to work on an educational program which will open up the wonders of this city to the youngsters who live here. How about it, Dr. Corning?

In so large a school system as Washington the superintendent of schools should not be expected to watch or promote the continued use of the old established practice of visiting public buildings, etc. The responsibility belongs to the assistant superintendents in charge of instruction to the curriculum supervisors, and especially to the principals.



*The main entrance is simple and dignified.*



*The west entrance to the personnel department makes excellent use of glass blocks to light the stair well.*

## Norwood (Ohio) Schools Erect General Purpose Building

*Harold S. Bates, Ed.D.\**

One of Norwood's finest structures is the new general purpose building completed in August of 1951. It replaces one of the oldest, if not the oldest, public buildings in this thriving city of 36,000 people; it affords the community a plant addition which serves multifarious educational needs. Housed in the new structure are the administrative units of the school system, the Department of Pupil Personnel with adequate facilities for ministering to the needs of Special Education, the Department of Recreation, and fine facilities for the departmental use of the nearby Williams Avenue Elementary School.

The old Williams Avenue Administration Building was erected in 1889. For many years it served the area of South Norwood as an

elementary school. In 1925 it was condemned for school use and a new elementary building was erected on an adjacent piece of land. In 1936, crowded conditions in the high school building caused the board of education to seek new quarters for administrative purposes. The first floor of the old Williams Avenue Building was reconditioned for these purposes. By 1945 the changing character of the community had wrought many changes in the type of educational program needed to serve the children.

### **Housing Needed for New Services**

More classroom space was needed to house the increasing school population of the city's south side. Space, too, was needed for such services as recreation, visual education, and

for varied classes in special education which had been added to the offerings of the public schools during the years 1938 to 1945. As these associated services were added, housing for their programs had been found in various schools scattered about the city. Such a makeshift arrangement presented difficulties of administration and supervision and added considerably to the cost for such services. The Norwood board of education, therefore, decided to wreck the old structure and to build a general purpose building to care for all these services under one roof.

### **Emphasis on Attractiveness and Utility**

The new building combines great beauty, utility, and economy in maintenance. Designed

\*Superintendent of Schools, Norwood, Ohio.





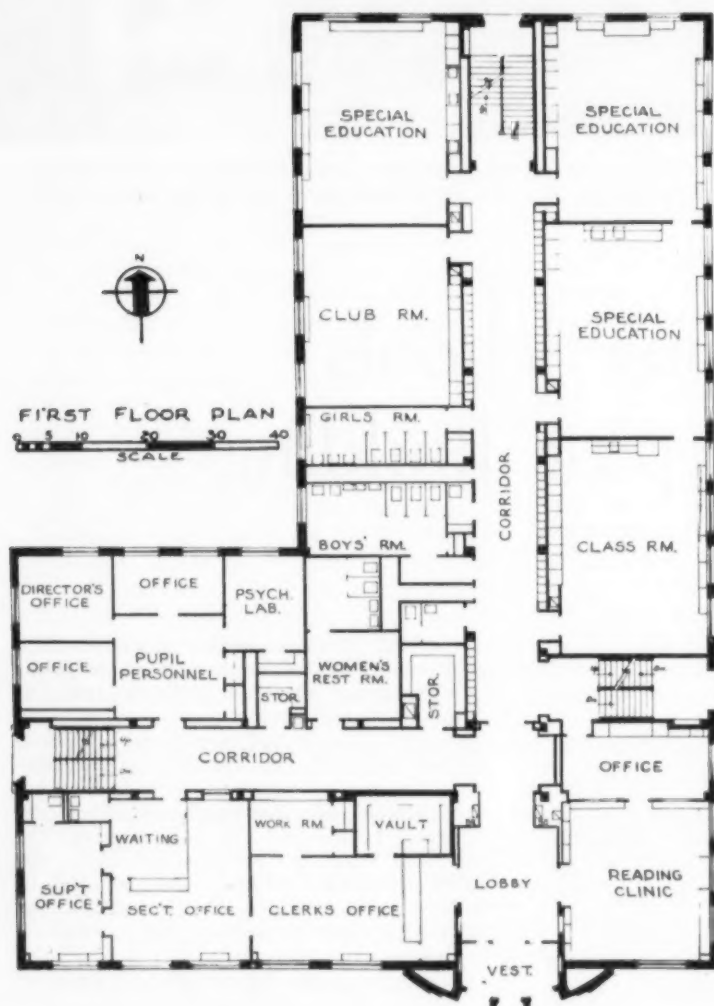
*The school library is simple and attractive.*

by the architectural firm of Charles Frederick Cellarius, Cincinnati, Ohio, the Williams Avenue Administration and School Building, is in every respect a beautiful structure.

The exterior design is simple, yet impressive. The building is actually a three-story structure, although from the front elevation it appears to be a two floor plan. The quaint charm of early American architecture like that in Old Williamsburg, is emphasized through the choice of rough cut brick. The entrances to the building are done in Bedford stone. Bright, airy rooms are to be found throughout the building as a result of the use of the new type steel window.

The new building is completely fireproof. A wall-bearing type of construction provides for reinforced concrete floors and roof deck. All interior walls are of hollow tile faced with dados of ceramic, or glazed, tile with plaster walls. Attractively decorated ceilings throughout are acoustitized. Murals decorate the walls of several classrooms and add considerably to the environmental beauty of the area.

The corridor floors and stair treads throughout the building are terrazzo. All room floors are of concrete covered with asphalt tile. Especially effective are the ceramic tiles used in the corridors and rest rooms. Glazed tile walls prevail throughout the basement areas,



*Administration and School Building, Norwood, Ohio.  
Charles F. Cellarius, Architect, Cincinnati, Ohio.*



*Second Floor Plan, Administration and School Building, Norwood, Ohio.*

floor to ceiling, except in those areas designed for cafeteria or for office use.

### The Lower Floor

The lower, or basement floor, provides two small rooms for speech therapy; one serves as a soundproof testing laboratory, and the other is used for instruction and for an office. Adjacent rooms are used by the Norwood Recreation Commission.

Across the corridor, the Department of Visual Education, serving the audio-visual needs of the entire school system, have complete facilities for previewing new materials, for storage, and for film repair. The mechanical room houses the electrical panel board, and the pumps and generators which serve the new structure as well as the nearby Williams Avenue Elementary School. A new heating plant, located in the older school building, was installed at the time the new plant was erected. It was necessary at the same time to enlarge the facilities for coal storage. Sixty per cent of the cost of these improvements has been added to the cost of the new building in arriving at unit costs for construction.

Attention is called to the abundant storage space provided on the lower floor. Parts of this floor are below ground level and are usable only for storage space. It may be noted that the architect has made wise use of darkened areas for storage and rest rooms throughout the building.

The cafeteria serves not only the needs of the occupants of the new building but of the Williams Avenue Elementary School as well. More than 300 persons are fed daily in the attractive dining room. Across the corridor from the cafeteria is a large area for the maintenance department of the school system. School carpenters, the electrician, and the plumber have adequate work space provided in this area. School-owned vehicles are stored and repaired in this area.

### The Main Floor

The main floor of the building is used entirely for the administrative units of the school system and for classes in special education. The office of the superintendent and the secretary's office adjoining, are finished in



*The superintendent's office.*

walnut with walls of flexwood. The office of the secretary serves a dual purpose inasmuch as it is used, too, for meetings of the board of education, the offices in the Pupil Personnel

unit are used by the visiting teacher, the school psychologist, the counselors, and the Director of the Department. The Reading Clinic located in the front of the building is



*Cafeteria showing the kitchen and serving area in background.*



*The wall mural in the science room is beautiful and carefully motivated.*





*The special classes meet the needs of a wide variety of children who need adjustment.*

both a testing laboratory and a reading center. Pupils having difficulty in their reading tasks are referred to the clinic by teachers throughout the system. Daily instruction is given in the clinic until difficulties are discovered and corrected and the pupils can be returned to their regular classes in language arts.

Four rooms for special education are located at the rear of the first floor. These are nongraded rooms. One section serves the young pupil between the ages of six and nine; a second is for pupils in the age group ten to fourteen; a third for older children up to and including the sixteen-year-old child. Each of the special rooms is equipped for cooking, sewing, art, and ceramic work. A laboratory is equipped with washers, mangles, power sewing machines, and small motor driven tools for woodworking. Needless to say, the instruction in the special classes emphasizes manual skills, citizenship, and seeks to develop interests in gaining a livelihood.

One of the really charming rooms in the building is the Club Room. Furnished as a large drawing room, it is already much in demand for use by small neighborhood groups, the Parent-Teachers Association, and the Norwood Citizens School Commission.

### The Upper Floor

The entire upper floor is designed for the



*Basement Floor Plan, Administration and School Building, Norwood, Ohio.*



*The Mothers' Club and Community Room serves a wide variety of purposes for mothers, teachers, and school board.*



*The classroom murals are taken from Ohio history and related to the use of the rooms.*



*The reading clinic has returned hundreds of children to their regular classes with excellent reading ability.*

use of a normal elementary school. The departmental plan makes it possible for pupils in the upper three grades of the Williams Avenue Elementary School to enjoy the facilities afforded in the new structure. A small auditorium with a fully equipped stage provides adequate facilities for instruction in music and creative dramatics. A small sound-proof room at the rear of the music room is purposed for voice recordings and for work in radio. The science room, across the corridor, has a fully equipped workroom and laboratory. The facilities to be found there serve as an inspiration to pupils to explore the field of science. The Home-Economics room is a combined home-economics and art laboratory. In the local elementary schools, some food work and some sewing are offered to all pupils. The so-called art program offers opportunities for training in fine and practical arts and is integrated with homemaking courses. At the rear of this floor are the language arts and social studies laboratories with a completely equipped library, centrally located. The industrial-arts laboratory in the south wing on this floor is a popular spot for boys and girls who wish to work in wood, metal, and leather.

### Unit Costs Are Low

The total cubage of this building is 492,500 cubic feet. Contracts for construction totaled \$493,350 or \$1.002 per cubic foot. The cost per square foot of floor space was \$10.75. Fully equipped, the new building cost the taxpayers of Norwood \$1.03, a remarkably low figure in terms of today's dollar, for so fine a structure.

## BASIC ECONOMICS IN SCHOOLHOUSES

Ralph G. Stebbins\*

The economics of new school buildings are frequently discussed in the architectural and education press, but few of the practical principles are applied to new construction.

### Educational Data for Architect

In order to economically plan a new school building, or add to an existing one, the following minimum data should be furnished to the architect, who by specialized experience will know how to solve the many problems which face an investigating committee, town, or city manager. These data should be supplied by the superintendent of schools.

1. Town or city reports summarizing the recent and prospective rate of growth of the population. This should be based on census reports.
2. The total enrollment for the particular school district during the previous decade and the prospective enrollment for the decade to come.
3. The present number of pupils in each grade and the anticipated number for the decade to come.
4. A complete list of subjects taught and a list of subjects which are planned to be added to the curriculum.
5. A statement of the grades in which subjects are taught.
6. An estimate of the present and prospective number of pupils in each subject.
7. The number of (a) periods in the school week and (b) the total periods per week devoted to each subject.

\*Partner, Frank Irving Cooper Associates, Architects, Milton, Mass.

8. The schedule of study periods per day for pupils.

9. A list of present special services and contemplated expansion of services.

10. A statement of the adult education plans and of the community use of the building for recreation, civic gatherings, etc.

The experienced superintendent of schools, with the above data in hand, will be able to work out a list of the total rooms required to house the children and accommodate the program with greatest efficiency and economy.

### Building for Increased Enrollments

It is not economical to fail to build for a prospective increase in school population; nor is it wise to provide accommodations as far ahead as twenty years. It is logical and economical to plan for a possible five years' future growth, and to develop a plan which is sufficiently flexible so that, after five or ten years, changes can be made in the use of rooms and additional rooms may be constructed at the least expense and without destroying the architectural effect.

In smaller buildings, the duplicate use of certain rooms may be arranged for to reduce costs. Basements in school buildings are largely a waste and cannot be justified economically or educationally. Pitched roofs are unnecessary and only add expense. The space obtained is entirely without use and is a fire hazard. Ruskin said, "To be beautiful a building must be useful."

### High Utilization Needed

A properly planned school building should utilize at least 85 per cent of its pupil

(Concluded on page 76)





*View of roof of Westchester Hills School, Yonkers, New York.  
Starrett and Van Vleck, Architects, New York, New York.*

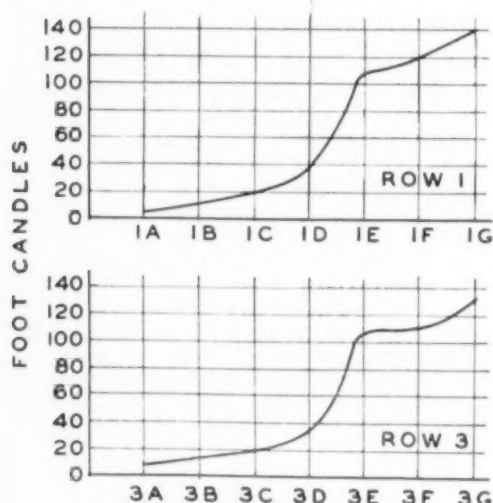
Skylights Provide —

# *Auxiliary Daylight for Classrooms*

Reginald E. Marsh\*

The problem of finding ways and means by which the over-all daylighting of classrooms could be improved has received a great deal of attention over a long period of time by educators as well as architects, engineers, and other interested groups. The development of the activity or work method of instruction has resulted in larger rooms — longer or wider or both. The square classroom has many adherents. At the same time, there has been a tendency toward lower ceiling heights for the purpose of reducing initial construction and future maintenance costs.

\*Associate Architect with Starrett and Van Vleck and Howard C. Snyder.



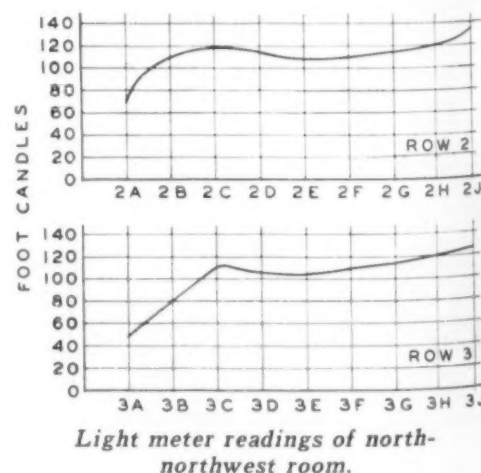
*Light meter readings without skylights in Yonkers elementary school.*

It is obvious that an increase in classroom width or a reduction in ceiling height will require some sort of auxiliary daylight. In this connection it is interesting to note that the New York State Education Department is now considering the practicability of lowering classroom ceilings to 9 feet without clerestory or bilateral daylighting of any type provided adequate artificial illumination is provided. This will mean increased overhead due to the constant use of electric current and maintenance cost. It is only too true that many teachers are prone to turn on the lights and keep them on regardless of whether the sun is shining or not. A small amount of auxiliary daylight will not suffice to satisfy these teachers. Therefore, the problem is to find some means whereby a source of daylight can be obtained which will provide uniform over-all natural daylight, under all outside weather conditions, of sufficient intensity to meet the requirements and satisfy the teachers as well as the pupils and at reasonable cost.

Regulations formulated by most of the states have established certain mandatory requirements such as limiting the width of a room by height of window head and fixing number of cubic feet per pupil. The oversized classroom will permit a lower ceiling and still meet the latter requirements, but the window height remains as the stumbling block. A reduction in the window area would eliminate the excessive glare which now requires shades or Venetian blinds. What is the use of so much window area if a considerable percentage of the daylight must be eliminated to protect the pupils' eyesight. This is one of the big talking points used

by the manufacturers of the diffusing glass block — the elimination of the glare of direct daylight and its diffusion to the ceiling and, by reflection, to the rear of the room where needed.

At the present time, probably the most popular source of auxiliary daylight is the clerestory windows. This type of construction originated with the one-story school buildings erected in southern California and generally in the Southwest. Because of the brilliant sunshine so predominant in those sections, classrooms have been generally oriented with northerly exposure. This permitted the sunshine to be admitted through the clerestory windows which faced south and the sunlight to be reflected to the ceiling. This condition does not exist in other parts of the United States, and it is the writer's opinion that reflected light is not efficient or sufficiently helpful to warrant the additional cost of



*Light meter readings of north-northwest room.*

	1	2	3	4	5	6
A	•58	•70	•48	•60		
B	•108	•110	•80	•108		
C	•110	•118	•110	•114	38•	
D	•110	•114	•108	•114	62•	
E	•108	•108	•104	•108	71•	38•
F	•104	•110	•110	•108	108•	58•
G	•108	•114	•114	•114	110•	90•
H	•118	•120	•120	•118	118•	114•
J	•130	•134	•126	•134	136•	128•

NOTE: 9'-0" CEILING HEIGHT.  
NUMERALS INDICATE  
FOOT CANDLES.



Light meter readings.

clerestory windows. In order to obtain the clerestory windows as well as the reflective surfaces, sloping ceilings must be provided. This design creates a problem in the snow sections if classrooms are located on both sides of the corridor as pockets are formed with the possibility of leakage as well as loss of light.

Clerestory light is similar to that obtained through transom sash, and it is a simple matter to demonstrate to anyone's satisfaction that such light does not drop down but travels practically in a horizontal plane and leaves the inside wall in shade. Try it. Take an inside room with the only light—either natural or artificial—obtained from the outside by means of a transom sash. The width of the room for demonstration purposes may depend on the intensity of the outside light. Note that the light is thrown directly across to the opposite wall. Also note the shade on inside wall. Transom light does not provide the auxiliary light where needed. The same result occurs with clerestory windows or any other similar light source. The loss in light intensity due to reflection on the sloping ceiling must also be considered.

The question arises whether there are other means by which auxiliary daylight can be obtained efficiently and economically regardless of climatic conditions. Overhead lighting apparently has been ignored for classroom purposes although it is used extensively and



Classroom with north-northwest exposure.



Classroom with north-northwest exposure — artificial lights turned on.

	3	2	1	
A	60•	60•	78•	
B	108•	110•	82•	
C	110•	114•	108•	
D	108•	112•	106•	
E	108•	110•	106•	
F	112•	112•	112•	
G	124•	124•	123•	
H	144•	150•	144•	

NOTE: 9'-0" CEILING HEIGHT.  
NUMERALS INDICATE  
FOOT CANDLES.



Light meter readings.

successfully for other purposes. I have found considerable opposition and all sorts of objections raised to the used of skylights although they have been a common means of

lighting a variety of rooms for years beyond recall. Objections include such items as potential source of leaks, glare, loss of heat, need for heat coils or warm air diffusers to





*Classroom with south-southeast exposure.*

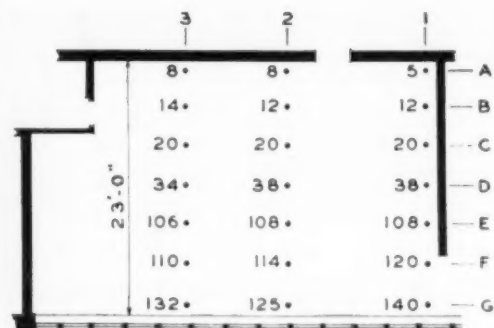


*Classroom with south-southeast exposure — artificial lights turned on.*

offset cold draughts, reduction in light intensity due to accumulation of dirt or snow. Certainly these are problems which must be overcome.

For some time we have used a type of structural glass block which has insulating

and diffusing qualities and which has proved to be leakproof. These skylights or ceiling lights have been used by us in large rooms such as cafeterias with excellent results. Maximum efficiency was obtained because no reflective surfaces were involved.



NOTE: 10'-7 1/2" CEILING HEIGHT.  
NUMERALS INDICATE  
FOOT CANDLES.



*Light meter readings.*

As a result of the fine results observed, we proposed to the New York State Education Department that this type of auxiliary lighting be used in the Westchester Hills School No. 29, Yonkers, N. Y., with a reduction in ceiling height to 9 feet. Our suggestion was approved and the structure is now completed and occupied. According to the manufacturer,<sup>1</sup> this is the first classroom building in the East where this type of construction has been used.

A brief description of this particular glass block may be of interest. It is similar to the diffusing glass block used for windows except that it is not as thick and is manufactured to withstand rough usage and dead loads. It is a semivacuum block and therefore results in highly insulated construction that will dissipate approximately 50 per cent of the sun's solar heat in summer while in the winter the heat loss is practically nil. Snow does not affect its light and this has proved to be a peculiar phenomenon even in a location such as Quebec, Canada. The diffusional lenses direct the light at a 44-degree angle. The block is set in narrow reinforced concrete ribs which can be prefabricated at the factory in units not exceeding 4 by 8 feet or fabricated at the job in panels not exceeding 120 square feet.

The daylighting of the classrooms in the Westchester School can be judged by the photographs and charts of light-meter readings taken in this school as compared with similar readings taken in another nearby school during the same morning and under similar sky conditions. The readings were taken and graphs prepared under the direction of Wallace F. Ranger, representing the well-known firm of electrical consultants, Jaros, Baum, and Bolles.

The photographs were taken without the use of flashbulbs. Most interior pictures are taken with artificial light turned on as well as with flashbulbs. This can be substantiated by a careful examination of these pictures which will show reflected light from the fixtures on ceilings and walls. Such photographs are misleading where natural daylighting is the feature being demonstrated and do not show a true picture of actual conditions. For the purpose of showing the almost imperceptible increase of light with the fixtures turned

<sup>1</sup>American Three-way Luxfer Prism Co.

on, two photographs were taken at each location—one with and one without the artificial illumination. Two classrooms were photographed—one with north-northwest and one with south-southeast window exposure.

It will be noted that no baffles or louvers have been provided. For the usual classroom activities, no such installation is required according to the teachers who are using these rooms. Their comments are "too much glare from the windows but not from the ceiling lights." Movable louvers will of course cut down the light intensity and when closed will darken the room for audio-visual instruction. Draw curtains similar to those used in photographic studios may also be used.

The graphs show the result of the light-meter readings. These were taken during the morning of February 16, 1952, with the sun

shining. According to readings taken by the writer during another morning with the sun under clouds, the readings were under the engineer's readings, but this difference is not conclusive as they were taken with different light meters and not by the same individual. It does prove, however, that with this type of auxiliary lighting, natural daylight can be obtained for the interior of classrooms several times the minimum New York State Department requirements for artificial lighting.

One feature indicated by the graphs is the remarkable uniformity of the over-all lighting for the 24 foot wide room with overhead lighting as compared with the 23 foot room without such lighting. A study of the graphs should prove conclusively that this type of auxiliary lighting is highly successful. Unquestionably, modifications can be made in the

size, shape, and arrangement of the ceiling panels which will provide even greater uniformity and higher light intensity if desired. As stated before, this represents only the first installation of this type of lighting.

Whereas the topic of this article is auxiliary daylight, some readers may be interested in the reduction of the ceiling height. The advantages of any such reduction are lower construction cost, lower heating cost, and a more homelike atmosphere for the younger and smaller children. There should be no problem in obtaining satisfactory ventilation, either with or without a mechanical system of fresh air, providing a split system of exhaust fan ventilation is properly designed and installed. No complaints on this score have been received after several months of occupancy.

### Unique Construction in—

## THE BUSCH ELEMENTARY SCHOOL ST. LOUIS, MISSOURI

*V. Harry Rhodes*

This school is the first complete elementary school to be erected under the \$17,230,000 bond issue voted in 1951 and will replace a group of portable schools. The school is located in the newest residential and apartment district in St. Louis.

The structural design is Neoteric, and the building is one story high and U shaped, with the assembly room and physical-education room in the center of the U, forming a central core. The cafeteria, seating about one third of the pupil enrollment, adjoins this central unit

so that the cooking odors will be away from the classroom portion.

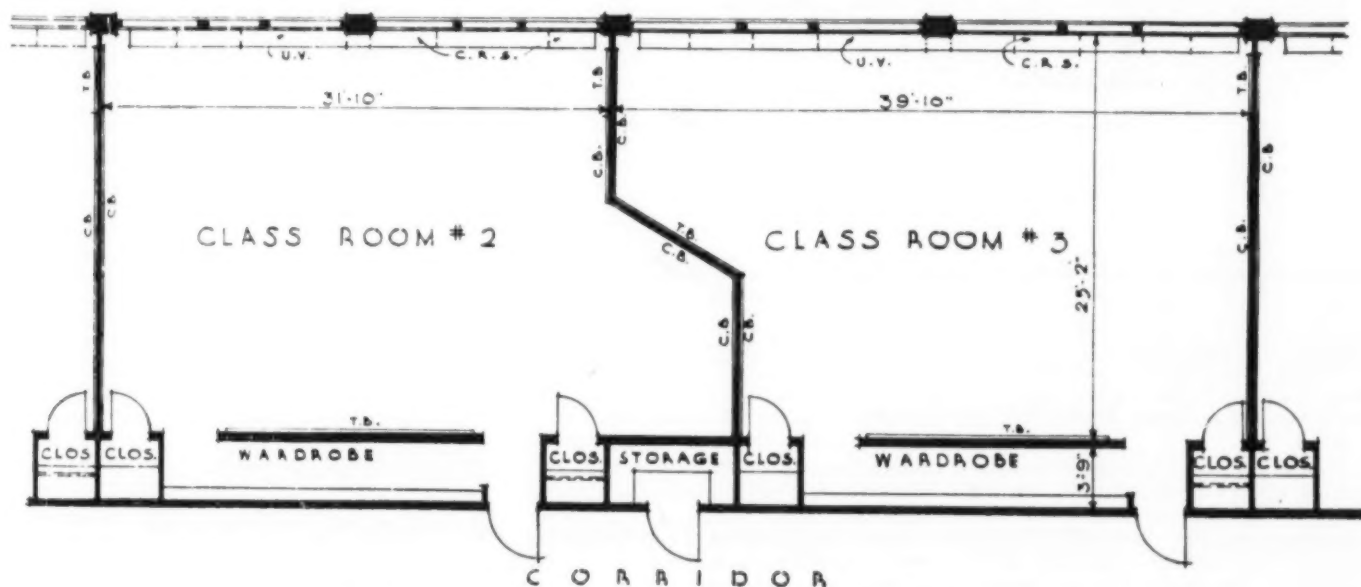
The assembly room, physical education room, and cafeteria will be 100 per cent mechanically ventilated and very thoroughly sound-insulated, so that there will be a minimum of noise and practically no disturbance to classrooms.

The kindergarten has separate toilet facilities, and the primary grade classrooms have adjoining semiprivate toilets. Each of these classrooms has an outside exit door. The yard

area between wings of the U will be separated from the balance of the yard area by planting and will be used for kindergarten play.

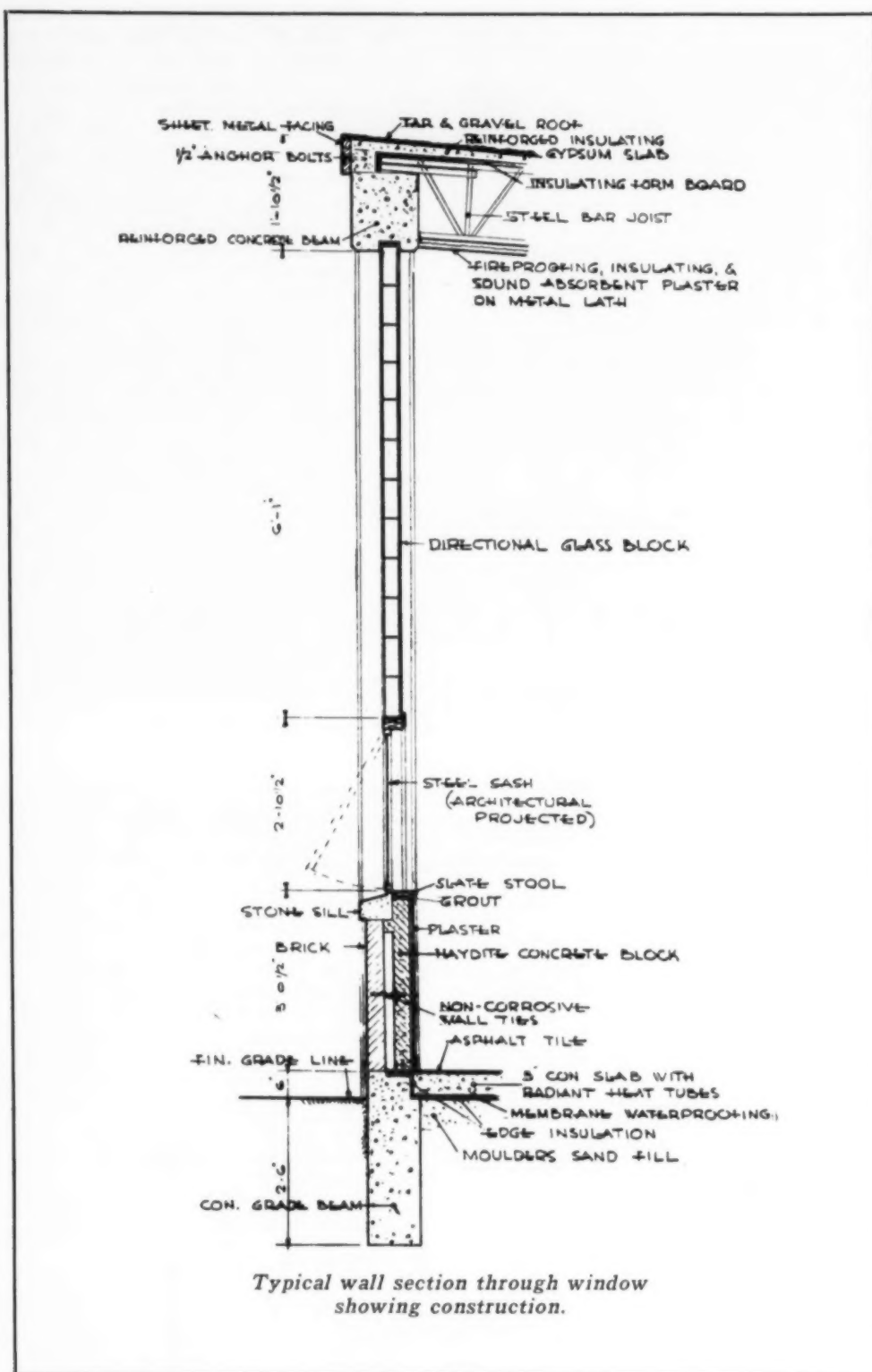
The total area of the site is 5.03 acres, and there is 300 square feet of play area per pupil, which includes a ball diamond.

The Neoteric design is metal lath and plaster partitions, reinforced concrete spandrel beams and columns, with brick and Haydite block curtain walls. The roof is steel bar joist with a poured gypsum slab roof. The corridors will have a sixty-four-inch glazed



*Typical classroom showing arrangement of working nooks.*





tile dado, and the upper part will be painted Haydite blocks. The exterior classroom walls will have a steel window vision strip and directional glass blocks above. All chalkboards will be green.

Twin boilers are located in the only basement portion, under the cafeteria-kitchen. The heat will be radiant hot water with unit ventilator heaters under the vision strip in each classroom. The fuel is dual—gas and oil.

The flooring is asphalt tile laid on concrete, and the walls will be painted plaster with acoustic plaster ceilings. The space between

the ceiling and the roof will be a dead air space.

Due to the arrangement of the front entrance and the principal's office adjacent to the assembly room and physical education room, this portion of the building can be used for evening meetings without opening the classroom part.

The front entrance will be polished granite, with a sandblasted design of instructional and recreational equipment around the main front door.

All entrances in the corridors will be ar-

anged with vestibules for protection from the elements.

The lighting will be fluorescent with egg crate light diffusers under the tubes, and the assembly room will have concealed fluorescent tubes in lighting troughs at the center of the room about three feet below the sprayed insulated ceiling. The assembly room and physical-education room will be separated with a hollow masonry wall to prevent noise transmission.

There are ample public toilet facilities for the upper grades in each wing, and the teachers' and doctor's rooms have private lavatory facilities.

There are 11 classrooms, a kindergarten, homemaking room, and an industrial-arts room and library, besides the convenient doctor's suite with rest rooms.

Most of the classrooms will have work alcoves which are designed with an angle wall to provide the best lighting and supervision. There are drinking fountains and work sinks in the corridors.

The classroom furniture will be movable desks with blond plastic work tops, and there will be metal cabinets on the exterior walls in conjunction with the unit ventilators. The wardrobes are the walk-in type, and there is a separate teacher's closet and storage closet in each room. Ample cork tack boards are included.

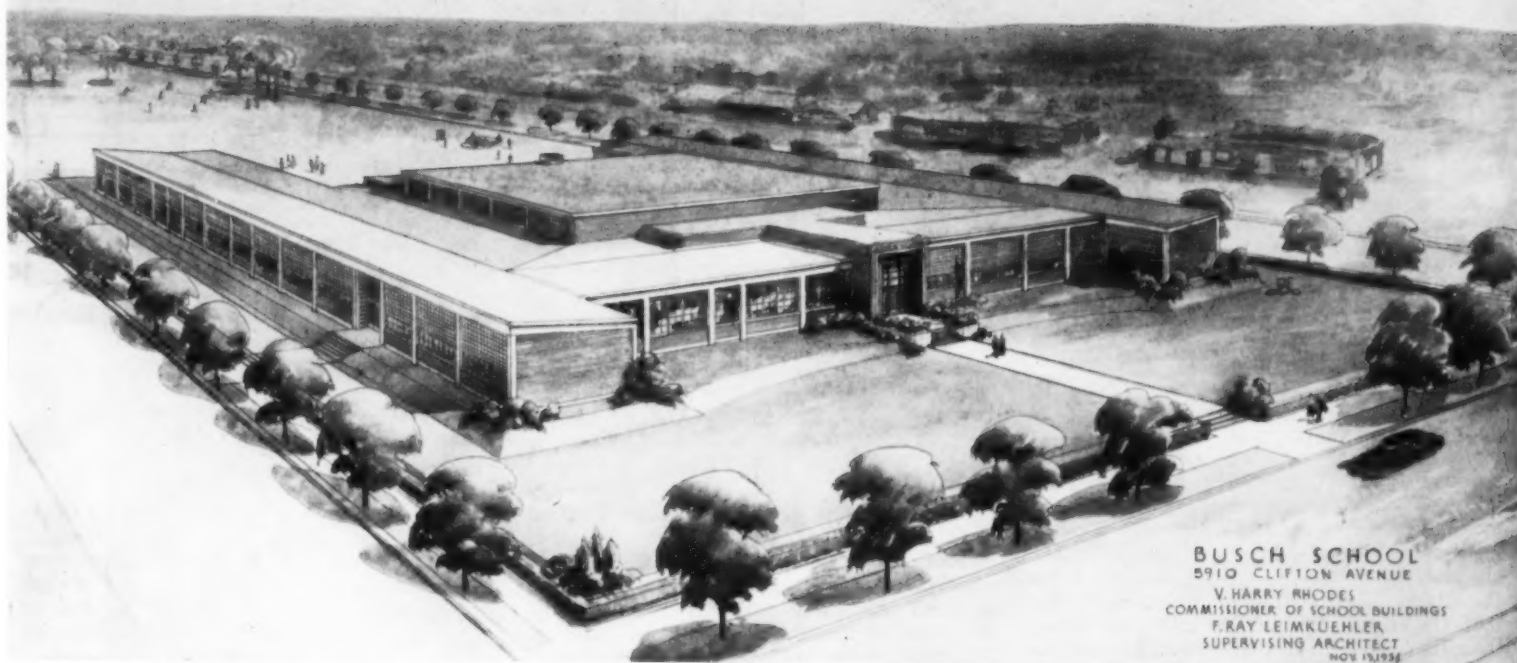
The building has a total floor area of 39,680 square feet at first floor plus 3311 square feet at basement boiler room, and a cubic content of 620,000 cubic feet. The total contract, without equipment but including landscaping and asphalt surfaced play yard, was \$509,000. It is not possible to complete the electric job due to the copper shortage, and the final cost is estimated at \$515,000.

The building is being erected under the supervision of V. Harry Rhodes, commissioner of school buildings, and the plans were drawn under the supervision of F. Ray Leimkuehler, supervising architect.

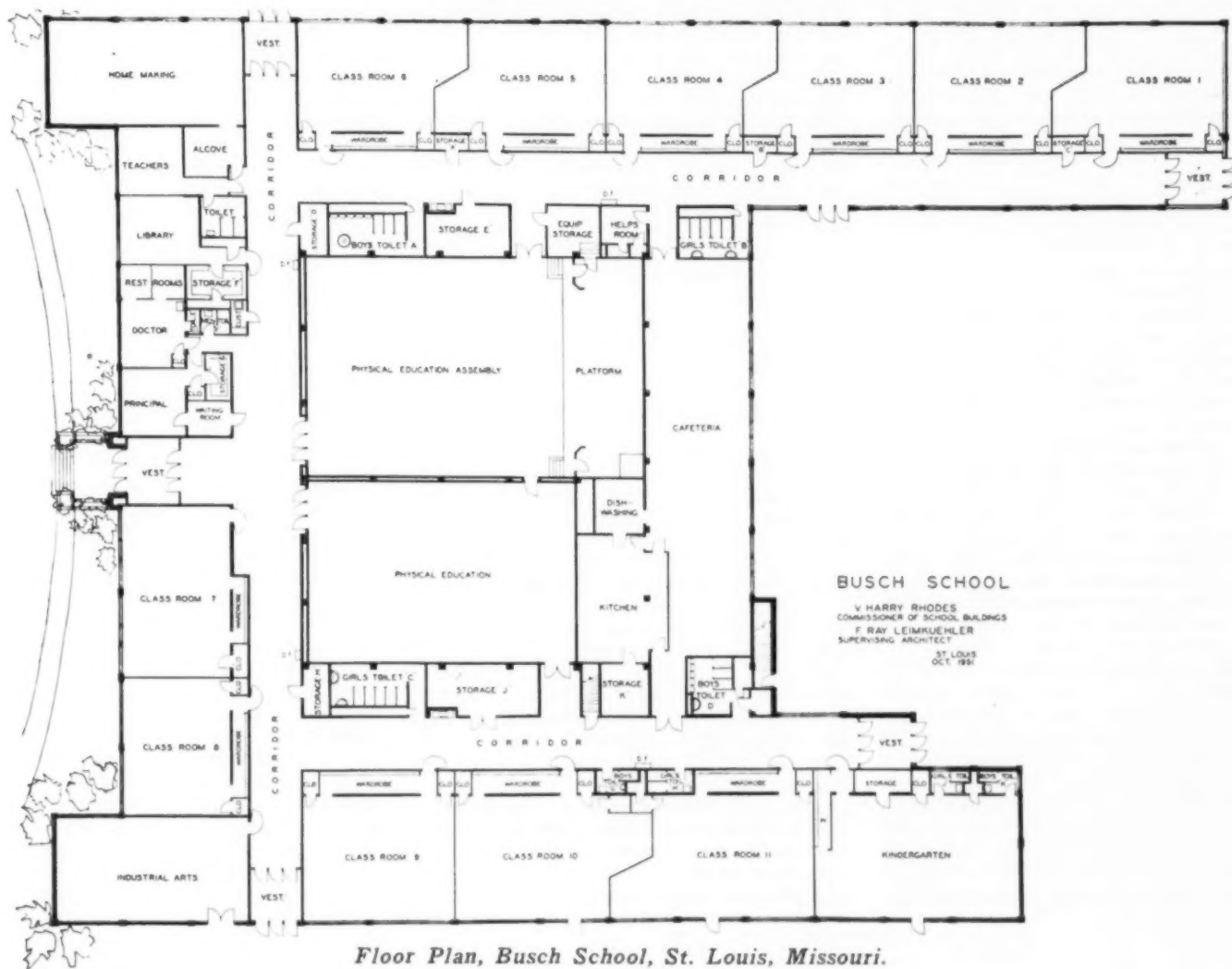
## ADULT ATHLETIC PROGRAM

The board of education at Hanover, N. H., has received from a Citizen's Committee of Ten a complete program for adjusting the athletic and physical education programs carried on in the Hanover High School. In its recommendations, the committee suggested, among other things, (1) that the present athletic program limited to students in grades 9 through 12 take in the usual competitive games and that the schedules be limited under the rules of the New Hampshire State Athletic Association; (2) that the intramural program consist of basketball, skiing, and summer baseball.

The committee recommended distinct improvements in the supervision of all athletics, with improvement in the elementary and high school gymnasium facilities, which will require enlargement and improvement of the supplementary facilities. The committee recommended also that the school board appropriate \$2,500 for the 1952-53 interscholastic program and this recommendation has been accepted by the board. The committee further recommended that the school place accident insurance on all athletes and camp insurance on all pupils, at a cost of about \$3.50 per student. A final recommendation of the committee urged physical examinations of all participants in athletic sports and the attendance of a physician at games.



*Architect's Perspective, Busch School, St. Louis, Missouri.—V. Harry Rhodes, Commissioner of School Buildings; F. Ray Leimkuehler, Supervising Architect, St. Louis, Missouri.*



*Floor Plan, Busch School, St. Louis, Missouri.*



# Slate Chalkboards Provide Eye Ease

W. F. Mullen\*

*Give me the benefit of your convictions. . . .*

— GOETHE

The other day an opportunity presented itself to discuss chalkboard function with a leading authority on the subject. There appeared to be mutual agreement that architects and educators alike were demonstrating an increasing interest and appreciation in facts to support a rational interpretation of the various eye-saving claims made by chalkboard manufacturers. Moreover, there is an increasing number of reports regretting the fact that chalkboard visibility is being sacrificed on the altar of a popular trend which postulates that chalkboards should be attractive rather than functional; that they should be used to utilize light rather than to provide eye ease at the chalkboard task.

The purpose of this article is to contribute to available knowledge on the subject by integrating various aspects of the problem in the hope that the information will be helpful toward a reasonable compromise to the existing controversies.

Let us analyze the viewpoints of those immediately concerned with a solution to this problem.

## Viewpoint of the Illuminating Engineer

Illuminating engineers differ markedly in their interpretation of the dual role of chalkboard and lighting. Some are so zealous as to propose that the primary function of the chalkboard is *not* that of providing a proper background for chalked writing but that its main function should be that of contributing to a cheerful environment in the classroom by catching and reflecting as much light as practicable. The anomaly of this utilization argument is that it can be proved convincingly that the reduced contrast between chalk and background on the light-colored boards reduces visibility to a point that *more* illumination becomes necessary to provide the desired visibility. Any saving of light by utilization is thus nullified by the need for extra light to approach the visibility naturally obtained from chalkboards of lower reflectivity.

An examination of Figure 1 may help the reader to understand this relationship. The axial radii represent plotted visibility meter readings obtained from white chalk marks on chalkboards of established reflectivity values when observed under different light intensities. Notice that it requires almost *twice* as much light to obtain equivalent visibility readings from light-colored boards than from boards of

\*Executive Director, Pennsylvania Slate Producers Guild, Pen Argyl, Pa.

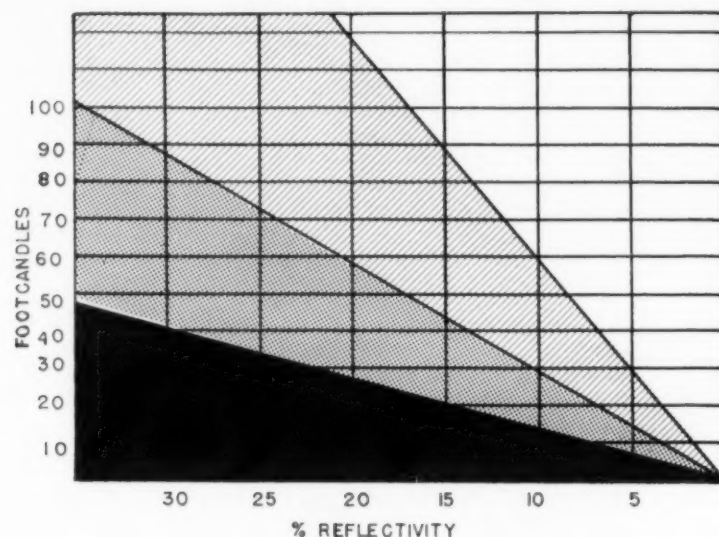


Fig. 1. Empirical relationship between reflectivity, illumination, and visibility.

lower reflectivity. Chalk marks on a clean blackboard of 10 per cent reflectivity required 30 foot-candles for good acuity; for equivalent acuity from a light-green chalkboard of 20 per cent reflectivity notice from the plotted data that 58 foot-candles would be required. This relationship becomes even more critical as the reflectivity of the board increases with use; slate normally has a reflectivity value of 15 per cent in use whereas the light-colored boards have as high as 25–30 per cent, raising the foot-candle requirements of the latter to an expensive, high level.

These data were obtained, in part, from lighting engineers who were concerned over reports from modern classrooms that children could not read from the light-colored boards as well as from the dependable slate and other dark boards. The returns from such studies are resulting in modified specifications to call for a *maximum* of 20 per cent reflectivity of the chalkboard in use which recommendation excludes all chalkboards except natural slate and dark green boards. In a word, the 5050A° chalkboard in the chlorophyl green range no longer is considered tenable with the latest established evidence.

## Viewpoint of the Color Conditioner

The color conditioner utilizes color as a psychological tool to provide a comfortable visual environment. His main restrictions are a harmonic balance of color and contrast ratios.

He considers the following viewpoints as pertinent and worthy of consideration:

1. He would prefer having a wider latitude of colors choice which he does not have when green chalkboards are used because of the harmonic unbalance resulting. The beneficial use of blues, sandstones, and grays can result in a charming environment, but he can only use them when the neutral tone value of natural slate or a similar material is provided by the chalkboard.

2. He would like to employ zonal strips for contrast reduction to keep the ratios within 1:3 at all times regardless of the individual reflectivity values.

3. He favors the use of an end wall treatment using a different color on the chalk-

board wall than on those walls not using chalkboards. In this way he can select medium tones to reduce contrast in the field of view and relax the eye. If the chalkboard is slate with a reflectivity of 15 per cent in use, he can use paint of 40–45 per cent reflectivity to provide the proper contrast ratio and at the same time avoid keeping his surrounds so bright as to draw attention away from the focal point of attention. (A lesson drawn from practical advertising methods.)

4. He suggests that all classroom colors should be slightly on the grayish side so as not to be too aggressive. As such they are less likely to become monotonous, are less disturbing, and can provide a practical range of colors which can assist in concealing dust, stains, or abuse. A slate gray chalkboard harmonizes admirably with such color conditioning and there is no sacrifice of contrast ratios.

## Viewpoint of the Eye Specialist

The following opinions are quotations from eye specialists interviewed personally or extracted from their contributions to the literature:

1. "Contrast is exceedingly important. Contrast between an object and its background is the *primary* factor on which visibility depends."

2. "It is not reasonable that a yellow-green background (to a writing task) which would be imaged in the periphery of the retina would be particularly restful or useful as far as visual tasks are concerned."

3. "In answer to the question: is green easy on the eyes, there is no evidence that it is any easier on the eyes than grays or many other colors. Its benefit appears to be primarily psychological."

4. "There is no denying the fact that a person working on tasks involving very low contrast has — while working on them — the practical equivalent of very poor visual acuity under ordinary levels of illumination."

5. "The eye is a highly adaptive instrument and, providing there is good light with proper surrounds, good visual acuity corrected for any refractive error, no one, especially a child, would be subjected to undue physical fatigue from white chalk on a slate board. Under



Fig. 2. Well-designed classroom showing slate as focal point in classroom activities.

these same conditions, most people are able to read all day with little or no ocular discomfort from the printed page where the proper contrast exists."

6. "For instantaneous resolution the blackboard is superior to the greenboard but for long periods of staring (not normal in classroom programs) some eyes (particularly myopic) may need to accommodate to hold the white chalk image in the same plane of reference as the blackboard. The green board is easier on the myopic eye because it corrects this third dimensional effect."

7. "Most children are slightly far-sighted or possess normal vision. Any myopic tendency is progressive and is not aggravated by seeing tasks." (This suggests that the green board is a corrective for adult visual problems, not children's.)

8. "The art of camouflage employs the principle of low contrast to provide inconspicuousness. When the same principle is employed by using white chalk on a light green chalkboard, the chalk mark, with time, becomes a form of camouflage difficult to resolve from its background."

### Viewpoint of the Educator

Fairly substantial agreement seems to exist among experienced educators that what they want and need is a chalkboard which is functional, easy to keep in condition, and which will provide optimum visibility for seeing. Normally they would prefer slate but many times they accept public opinion that the light-colored boards are psychologically better for the child notwithstanding their questionable value from an eye-saving viewpoint.

Actually, from a psychological viewpoint, the educator is aware that high contrast between object and background aids in keeping one more mentally alert whereas low contrast stresses relaxation to the point that attention to the job is jeopardized.

Moreover, he knows from experience that textbooks are required to be printed with black ink on white or off-white paper for good contrast. He has objected to comic books on grounds in addition to their content: that "the paper on which they are printed is usually of such quality and color that contrast and visibility are much reduced."

The sensible reaction is: why condemn poor contrast in comic books and condone poor contrast in light-colored chalkboards?

Because of their trained background and firsthand experience, educators are now considering all aspects of the controversy before selecting their chalkboards. They visit other schools and observe chalkboards in use. They note that many modern schools use slate without psychological detriment or stigma of being considered as "old fashioned" for doing so. They observe the charming effects obtained from balanced lighting, proper color conditioning, and the focal effect of slate chalkboards as illustrated in Figure 2 in the newly constructed Hillcrest School in Upper Darby, Pa.

### Viewpoint of the Architect

The architect has an extraordinary problem. He specifies whatever chalkboard his client prefers but tries to ensure that that selection is basically sound by expressing his personal preference as a basis for arbitration inasmuch as he must also consider his reputa-

tion and standards as an architect. He wants the assurance that what is installed in the schools of his design will be a credit to him and his profession in the years to come; for that reason his preference is swinging once more to slate now that he is assured he can get good slate, that it is ultimately less expensive than other quality of chalkboard, and that experimental evidence is in favor of slate for eye ease environment in the classroom.

Many architects are concerned over the temporary popularity of cyclic fads. As long as slate or other low reflectivity chalkboards can be worked into the color scheme of his school, as long as contrasts can be kept within the recommended ratios, as long as his client can be convinced that slate is *easier* on the eyes instead of harmful and can be kept that way for the life of the building, he will continue to recommend natural slate over other types of chalkboards.

As one architect so aptly advertises: "I design only common-sense schools." Common-sense schools use chalkboards with a reflectivity in the range which provides the chalk contrast necessary for eye ease.

### Acknowledgment

With all due respect to the relative merits and demerits of the various types of chalkboards on the market, one point must be conceded: no type of chalkboard can adequately take the place of confident, inspired teaching. Experienced teachers are known to depend on the visibility provided by the natural slate blackboard in order to make their teaching method as effective as possible under the best obtainable eye ease conditions for their students.



# Approach to a School Building Program

Clifford J. Mattox\*

## Determining the Need

Early in the spring of 1949 the board of education of San Bernardino began holding weekly meetings, sitting as a committee of the whole, to investigate the building needs of the high school district. The administrative staff made intensive studies and surveys of the existing facilities, the growth and movements of population, and probable future growth. These studies clearly pointed up the serious problems of providing adequately for housing the secondary schools of the district in the immediate future.

Late in November the board decided that it had sufficient information to determine that the primary needs of the district were: a new senior high school; one new junior high school; and additional facilities at the existing junior high schools and the present senior high school. It was estimated that these facilities would cost \$2,700,000 or about 70 per cent of the district's total bonding capacity. It was recognized that this plant expansion would provide only the minimum of the facilities needed for three or four years.

## Publicizing the Need

The board decided to present the results of the study to representative citizens of the community for approval, or for alternative means of providing for the educational needs of the junior and senior high school youngsters.

The taxation committee of the Chamber of Commerce accepted the responsibility of sponsoring a meeting, called November 29, 1949, to hear the report of the board of education on the problems of housing for the schools of the secondary district. Representatives of the County Taxpayers' Association, the PTA, and other interested groups were present. The spokesman for the board presented the findings and asked that the representatives of the various groups take the problem back to their organizations on the basis that it was of concern to the whole community—its successful solution vital to the growth and development of this area—and one that could be met successfully only by the concerted action of all civic-minded citizens. The consensus of opinion expressed at the meeting was that the school board and administrators had made a thorough study of the problem, and that the citizens should assume the responsibility for passing a bond issue to meet the minimum needs of the district.

## The Citizens Go Into Action

The representatives of the Chamber of Commerce agreed that, with the approval of their organization, they would call representatives from all organizations and all areas in

the districts to a meeting to be organized into a "Citizens' Committee of 100" to hear the report of the school board and to form the nucleus of an organization for the support of a bond election.

The secretary of the Chamber of Commerce made contacts with civic, labor, and church groups within the city, and community organizations in the outlying area of the district, and arranged a meeting with the school board on January 26. At this meeting the acting superintendent presented the board's study of existing needs and the suggested solution by a bond issue of \$2,700,000. He explained that this amount was considered the absolute minimum to meet the immediate demands for expansion. After some discussion, the reaction of the citizens present was that the district should be bonded to full capacity in order to furnish school housing facilities as adequate as the wealth of the district would permit. By unanimous vote of those present the board of education was instructed to report back to the committee with a building program based on a bond issue of \$3,850,000—the maximum amount the district could raise under California law.

The following week the board reported back to the citizens' committee with a plan for using \$3,350,000 specifically and \$500,000 in reserve for future allocation. The major additional allocations were for a new gymnasium at the present senior high school, and a second

new junior high school on the west side of town. Later \$50,000 was earmarked for the start of a new junior high school in the mountain area.

This program was endorsed in its entirety by acclamation, and over \$1,000 pledged toward setting up and carrying through an intensive campaign to float the maximum bond issue, building purposes. Also, a small active committee was formed to work with the school board and school administrators in setting up, publicizing, and carrying through the election to gain approval of the bond issue.

## Bonds Carried Four to One

On February 9, the board of education, by official action, set March 21 as the date to present the question to the voters in a special election. An intensive campaign was carried on by the citizens' committee. About \$4,500 was raised and spent to inform the electorate of the need for the bond issue and to secure the necessary two to one vote. The bonds were approved in the election by a majority of better than four to one.

Immediately the board employed the firm of Kistner, Curtis, and Wright as consulting architects. Under this firm's supervision, committees of supervisors, principals, and teachers participated in planning the type of facilities to be provided in the various fields of instruction.



Workmen building up wall of pre-cast concrete units.

\*Assistant Superintendent of Schools, San Bernardino City Schools, San Bernardino, Calif.

The board has approved the open or finger type of plant, with open corridors and open courts between the buildings, thus making possible bilateral lighting and cross ventilation. Because of the high and ever increasing cost of construction, all facilities that are not an absolute essential to the instructional program were left out of the planning, or postponed for future building.

### New Type of Construction to Be Used

The school-business and engineering departments, together with the architects and administrators, have devised a semiprefabricated structure of steel and concrete that is believed to be unique in school building construction. This new type of construction will save 25 per cent or more on the total cost per classroom. A two-room pilot structure of this type is being built at this time. The building consists of a light steel frame and steel truss roof supports set on a concrete slab. The exterior wall is covered with prefabricated, lightweight concrete planks bolted to the steel framework. The interior wall surface may be either concrete planks or plywood. The roof is of 2-inch tongue-grooved sheathing, secured to the steel trusses. Ceilings are of squares of 2-inch thick glass wool, laid in place on a light steel frame. All windows will be of aluminum frame, awning type sash. The heating will be provided by hot water circulating in pipes laid in the concrete floor and controlled by individual room thermostats. The larger buildings, such as gymnasiums, will be of conventional steel and concrete construction.

### Placing of Bids

The first plans will be put out for bid about the first of February, and additional units will be put in the hands of contractors at intervals of two or three weeks until all building provided for in the program is in the hands of the builders. It is hoped that all facilities will be in use before the close of the school year 1951-52.

The additional schools and buildings will provide facilities for approximately 2500 secondary students—somewhat more than one half of this capacity will be consumed immediately by relieving the overload that now exists in the junior and senior high schools. The anticipated growth at the secondary level will fill all remaining available room by 1954.

### Looking to the Future

By all means of prediction which are at hand, San Bernardino school enrollment will not reach its peak by 1954. The board of education realizes that only its first mile post in the expansion of school facilities has been reached. It takes pride, however, in what has been accomplished to date, and is laying the groundwork for more expansion in the future. That groundwork is a program of educating the people; of keeping continually before them the problems which attend consistent growth of school population; of impressing upon them the immeasurable responsibility which our public schools must carry in preserving and fostering our democracy.

### WASHINGTON'S BUILDING PROBLEM

The Public Schools of Washington, D. C., are in urgent need of additional school facilities to care for a school population that is not only

## A BASIS FOR TEACHING SOCIAL SCIENCES

*The teachers of social studies in the Evanston, Ill., high school have made public a declaration of basic beliefs upon which they base their teaching and the curriculum underlying it. The statement is worthy of study by members of school boards:*

"We are living during a period as perilous for the survival of our nation as any in our history. Threatened by enemies from without and within, we must look to our human as well as to our material defenses.

"Because the present generation of youth is foremost among our human resources, its abilities and its attitudes are rightly one of our chief concerns. Parents have not only the right to know but the duty to learn what schools are doing to fulfill their part in this responsibility.

"Since social studies teachers are directly concerned with an important part of the education of youth in this time of crisis, we wish to make plain the basic beliefs which we hold as individual citizens and as teachers. These beliefs are the platform on which we stand. Our constant endeavor is to transmit them to our students. We regard this effort as a high privilege and a sacred duty, for we are convinced that these beliefs are essential to the preservation of the American way of life.

"We believe that: Opposition to Communist and other totalitarian doctrines should be a concern of every American citizen.

"The American flag stands for a way of life that is worth any sacrifice to preserve.

"The Constitution of the United States provides the best form of government yet devised.

"The loyalty, courage, faith, and sacrifice of the founding fathers and other great leaders of our country are examples which should inspire every citizen.

"Real understanding of the institutions of our country leads to devotion and loyalty to those institutions.

"The American system of free enterprise is a vital part of our way of life.

"In a free country, government is not the master but the servant of free citizens.

"Everyone has a right to his own opinion, but no one has a right to be wrong about the facts upon which he bases his opinion."

increasing but shifting from one section of the city to another. Further complications result from the rapid increase, since 1945, of the colored population in a city that by law has a segregated school system. In addition to this, in the past 10 years, complete new areas of the city have been developed for both white and colored population where there were no school facilities at all.

Recently, Superintendent of Schools Hobart M. Corning recommended to the board of education a six-year schoolhouse construction program totaling \$70,771,000. Included are 70 projects calling for construction or provision of facilities on all levels from elementary school through the teachers colleges. This program was approved by the board of education and sent to the Commissioners of the District of Columbia. Finally each project must be approved by both houses of Congress before money is appropriated.

Since 1947, the board of education has requested \$55,400,408 for construction; of this, \$25,815,293 has been appropriated, and \$1,004,000 is now before the Congress for final approval

and appropriation. It is evident that with such piecemeal budgets some drastic steps must be taken to solve this problem. For this reason, the superintendent of schools has recommended since 1946 that borrowing from the Federal Government for schoolhouse construction be initiated. This in itself is not a drastic step as there is precedent for such transactions in the past budget history of the District.

As outlined, one of the primary problems facing the superintendent has been the rapid increase in the colored population. In an effort to provide accommodations without additional construction 15 schools have been transferred since 1947 from the white divisions to the colored. In addition, at the present time, two additional schools have been recommended for transfer, but this is awaiting action of the board of education. Further transfers from white to colored divisions will be recommended when possible but every effort will be made to bring about the successful completion of the proposed six-year construction program.



# *The Graduates Proved Their Learnings*

## Home Instruction Program for Handicapped Children

*W. Edward Young\**

Pupils enrolled in the home instruction program under the South Orange-Maplewood board of education are those children with physical handicaps who are unable to receive their education in school. These children receive one full hour of teaching in their respective homes every school day in the year. The teachers employed for this work are fully qualified instructors with special ability in the field of teaching the handicapped.

Before a child is admitted to the home instruction group, the parent first makes application with the superintendent of schools. After this application is passed upon, the school doctor examines the child to determine whether he is physically and emotionally able to undertake a program of instruction at home. The case is then turned over to the supervisor of home instruction who plans the program for the youngster with the teacher assigned.

When the instructor is first sent into the home she explains to both parent and child what will be expected of the pupil and what the child will receive and expect of the instructor. A teaching schedule is made up that will not interfere with doctor's appointments, rest periods, meals, and the like. The confidence and co-operation of the parent is needed as well as that of the child. It is a close parent-teacher-child relationship.

In her one hour of teaching each day, the instructor teaches the material which the child would normally learn for his grade in school. Some days, however, the handicapped child cannot do as much work as on other days. The instructor keeps a close watch in order to determine how much work the child can do without undue stress or strain.

\*Principal, Fielding School, Maplewood, N. J.

Practically all the subjects are taught through mediums that are of interest to the pupil. Arithmetic, history, English, and drawing are often taught through such pupil interests as stamps, planes, or trains. One boy, fond of travel makes imaginary trips by train, boat, or plane to all parts of the world. Another acts as newspaper reporter for the group and receives the articles the children write. The reporter selects those to be sent to the local newspaper for the school news page. Having their own articles on the page with other school news helps the handicapped children to feel that they are part of the school system.

Some pupils must be taught while in bed. To make the work easier for both child and instructor a resident of South Orange has designed a bed table and book holder which can be adjusted to any convenient position for the use of the child. This device is completely adjustable and provides a means for reading, making drawings, and the like with a minimum of effort.

The pupils weave, write stories, buy and sell their wares and write to children in other countries. Many times a bit of work originally planned as one hour instruction develops into an all-day project. The children enjoy talking to each other over the telephone and feel free to call either the teacher or supervisor for advice or help at any time.

The happiest part of home instruction is Party Day. The children, parents, school supervisor, and instructor meet periodically at school. At these meetings in addition to the social hour, the parents have an opportunity to discuss their problems with the supervisor, and the children have an opportunity to display and discuss their work with each other.

products from the various classes. Tables and chairs came from the cabinet shop classes. The dining table was set with place mats from the weaving department and dishes from the ceramics classes. Paintings on the walls were from the art classes, chairs and couches from the upholstery classes, and hooked rugs from the rugmaking classes. Lamp bases were from the plastics and ceramics classes and lamp shades came from the class in lamp shade making. Draperies were furnished by the weaving classes and portieres which seemingly concealed the entrance to another room were a handsome and unusual fabric woven from silk stockings. Even the flowers in the vases were grown by the horticultural classes. The whole ensemble made up a restful and pleasing combination living and dining room.

In other parts of the auditorium there were exhibit tables of products which could not be utilized in the model room. Tables were set up for weaving displays. Four of the woven articles on exhibit had won ribbons in the State Hobby Show. There was a diversified showing of woven materials—prize-winning yardage for neckties, woven bedroom slippers, stoles, materials for sport coats, shopping bags and purses, and articles of children's clothing.

The art exhibit which covered considerable wall space included interesting pictures done by the patients of the mental hospital nearby, where classes in music, art, and handicrafts are proving to have great therapeutic value. This experiment of setting up classes in a mental hospital under the adult school program is proving highly successful.

### Handmade Jewelry Shown

There were several cases of beautiful jewelry from the lapidary classes. This type of class is of special interest inasmuch as the nearby desert is a storehouse of semiprecious stones and a "rock-hound's" paradise.

There was also a display of materials from the County Hospital where the adult school furnishes teachers to teach handicrafts. Patients in the tuberculosis ward do many types of handicrafts, including miniature gardens, knitting, crocheting, the making of baby clothes, leatherwork, afghans, and crocheted tablecloths. One of the popular activities for the men is the knitting of socks. Things which the patients make are sterilized before they may be taken from the hospital.

The cooks' and bakers' class served punch and cookies to the graduation guests, and some of the decorated cakes which had been made in class were on display. Several, particularly handicapped persons, have trained for the vocation of cake decorating and have found good paying jobs after graduation.

The commercial sewing class and the class in dress designing had products on display. The machinists class was represented with drawings and finished articles such as metal shapers, vises, pipe threaders, welded objects, and sheet metal, and aircraft engineer's products. One of the most interesting objects from the shop department was a 10-inch telescope used by the maker to take photographs of moon craters, sun spots, and other phenomena.

The class in plastics had a display of artistic lamp bases, bowls, vases, and other decorative objects for the home.

Small tags attached to the articles shown in the exhibit were perhaps the most interesting

(Concluded on page 74)

## A Graduation that Is Different

*Lillian E. Miles*

The traditional graduation is a formal affair at which there is classical music, a speaker who gives profound and worthy advice to those who are "commencing" life, and a filing of the graduates across the stage in caps and gowns to receive diplomas.

The San Bernardino Evening High School has a different type of graduation, which E. M. Fisher, director of the Evening School program in this city, has evolved. Each of the vocational classes is represented at the graduation by an exhibit of some of the best work done in that class. The graduation is attended

by large numbers of interested people, thus affording an opportunity to inform the general public of the wonderful opportunities for learning which the adult school program offers. Special emphasis was laid on the vocational offerings because the exhibits have visual appeal.

### A Model Room Exhibited

At a recent graduation the teacher of stagecraft designed a combination living room and dining room setting furnished entirely by



## *Word From Washington*

# Toward a Higher Level of Health for School Children

*Elaine Exton*



Advances in medical science, public health practice, and the American standard of living have wrought vast improvements in the health status of our nation since the turn of the century when infectious diseases were taking a heavy toll. While the average length of life in the United States in 1900 approximated 48 years, babies born in America today are expected to reach an average age of 68.

### Encouraging Gains

In a message celebrating the fortieth anniversary of the U. S. Children's Bureau this spring, its chief, Dr. Martha M. Eliot, announced that infant mortality rates have fallen from 100 baby deaths for every 1000 live births in 1915 to 29 per 1000 in 1950. This drop of more than 70 per cent reduced infant losses to 107,300 in 1951. Had this progress not been made 382,900 infants might have died in their first year.

Dr. Eliot reported that such childhood diseases as whooping cough, scarlet fever, smallpox, and typhoid fever have almost become "out of date" within the past 40 years and predicted that four more decades will see childhood polio, tuberculosis, and rheumatic fever also become "things of the past."

Tabulations prepared by Dr. Cyrus H. Maxwell, former head of the School Health Services Division of the U. S. Office of Education, show that in the period 1900-47 the major decreases in the death rate among school-age children 5 to 14 occurred in the communicable diseases. Diphtheria, which in 1900 was the most common cause of death for this age group, ranked twelfth in 1947, while scarlet fever, for example, dropped from the seventh to the twentieth place.

Tuberculosis still ranked within the first five causes of death for children 5 to 14 in 1947 and was the second cause of death for youths 15 to 24. That year accidents were responsible for more deaths among youngsters aged 5 to 14 than the next 12 causes combined and were also the leading cause of death for youths 15 to 24. Next to accidents malignancy (cancer, leukemia, etc.) is the leading killer among school-age children from 5 to 14.

Despite the heartening gains, many health problems are still unsolved. Disabling illness, for example, is more frequent under age 15 than at any other time of life except old age according to information furnished by

Louis I. Dublin, statistician for the Metropolitan Life Insurance Company. Such health needs offer a continuing challenge to school authorities to utilize to the fullest the advances in medical and public health knowledge that have been made.

### Some Current Emphases

In considering steps that schools can take to improve the health of school children, administrators may wish to give attention to three aspects that have recently been receiving emphasis in material from Washington: problems of handicapped children, training for self-protection in the event of an atomic attack, developing mental and emotional stability in a hazardous world.

### Aiding the Handicapped

At the suggestion of the United States Children's Bureau, helping youngsters with physical, emotional, or mental handicaps to live more satisfying lives was made the focus for this year's Child Health Day activities.

For handicapped children, the opportunity for education is certainly as essential, and perhaps more so, than for normal boys and girls, in the opinion of Dr. Earl J. McGrath, U. S. Commissioner of Education, who considers providing suitable educational programs for nearly 5,000,000 exceptional children<sup>1</sup> "one of the biggest jobs faced by the nation's schools."

The vast majority of these exceptional children can be educated for effective citizenship and occupational usefulness only through the provision of specialized services he points out, noting that only about 15 per cent of these youth are now receiving such assistance.

Thirty-eight states, the District of Columbia, and the Territory of Hawaii currently provide leadership in this field in their departments of education. At present federal grants-in-aid are not available for educational service for exceptional children.

Miss Mary E. Switzer, director of the Office of Vocational Rehabilitation, Federal Security Agency, is urging personnel of state rehabilitation agencies to co-operate with schools, and especially with teachers of classes

<sup>1</sup>Of these 5,000,000 exceptional children more than 2,000,000 have physical handicaps, about 750,000 are mentally retarded or extremely slow learning, and the rest are socially maladjusted, emotionally disturbed, or intellectually gifted.

for exceptional children, in planning a long-range program of rehabilitation for the child.

Maintaining that the teacher, the child welfare worker, and the rehabilitation counselor can agree on an ultimate employment goal even while the child is relatively young, she reminds that if special aid needs to be continued after the child becomes 16 and is no longer eligible for assistance from one agency, the rehabilitation service can continue the training required to achieve the desired employment goal.

The vocational rehabilitation program in each state includes medical, surgical, psychiatric and hospital services, braces and artificial appliances, training, counsel and guidance, placement on the right job, and follow-up adjustment services. These activities are restricted by law to persons who are or will soon become of working age. Of the 66,000 disabled persons who were successfully rehabilitated through these facilities last year, one out of every six was under 19 years of age, a third were under 25.

In a recent report to the Office of Defense Mobilization, its Task Force on the Handicapped urged increased federal and state support for vocational rehabilitation, pointing out that at present the federal-state programs in this field have funds to rehabilitate only 25 per cent of the 250,000 persons who become disabled and develop a need for rehabilitation services each year.

### Health Aspects of Civil Defense

"We cannot prevent enemy attacks from happening," asserts Millard Caldwell, Federal Civil Defense Administrator, "but we can keep them from knocking us out if we know what to do to save lives and property."

To make our defenses work, every citizen must back up the efforts of the organized health services if an attack should come, Civil Defense officials caution. Some of the goals they consider basic from a health standpoint with which school administrators can assist are:

1. The individual school child should be taught methods of physical self-protection.
2. The older school child should receive approved first aid training.
3. Even the younger children should be given opportunities to learn basic self-help measures in the home. Here three fundamental fields are being stressed.

a) Selection of the safest point in the house in the event of an attack and making this location thoroughly known to the child.



b) Provision of an emergency water and food supply for the home adequate to last at least three days.

c) Emergency sanitation in the household. This involves such matters as methods of disposing of human and kitchen waste to prevent increase of insects and rodents, and how otherwise to protect the family against diseases where attack has eliminated such conveniences as flowing water, sewage, and kitchen disposal.

4. Persons of all ages should receive instruction appropriate to their maturity levels in basic principles of emergency action to save lives. This includes knowing what can be done to reduce suffering until qualified personnel can take over proper medical care of the casualty.

Details for carrying out these measures and information on other emergency services needed in the event of an enemy attack can be obtained from your local Civil Defense Director. He should also be able to secure for you such pertinent publications of the Federal Civil Defense Administration as *Civil Defense in Schools*, *Interim Civil Defense Instructions for Schools and Colleges*, *Survival Under Atomic Attack*, *Emergency Action to Save Lives*, *What You Should Know About Biological Warfare*, *Fire Fighting for Householders*.

The Federal Civil Defense Training and Education Office (1930 Columbia Road, N.W., Washington 25, D. C.), headed by Dr. Jack T. Johnson, maintains a Training Operations Division with a Schools Branch that handles matters involving co-operation with schools of less than college grade. Commissioner of Education McGrath has appointed William R. Wood, Specialist for Junior Colleges, to serve as the Office of Education's liaison officer with the Federal Civil Defense Administration.

### Emotional Health in the Atomic Age

At no time in the history of this nation has it been as important to raise a generation with a balanced, calm outlook on life.

Gladys L. Potter, president of the Association for Supervision and Curriculum Development, in her foreword to the organization's 1952 yearbook, *Growing Up In An Anxious Age*, calls on school personnel to "use every available means to lessen the effects of the increasing tensions and stresses of the atomic age upon children and youth and to give them the security and support they must have for developing competency to deal more adequately with the world they face."

The volume holds that boys and girls are more seriously affected by tensions and fears growing out of anxieties produced by the threat of war, the destructive possibilities of the atomic bomb, the conflict of ideologies, the rise of inflation, than many people realize and emphasizes the importance of more adequately meeting the needs of children and youth in today's world.

In discussing the effect of war on children at the most recent White House Conference on Children and Youth, Dr. Lois Meek Stolz, Professor of Psychology at Stanford University, emphasized that war brings two threats to the development of a wholesome personality in early childhood—feelings of anxiety and feelings of aggression. "These,"

she reminded, "are emotions which basically interfere with relating to people and are the foundations for fear and strife in later years."

With regard to anxieties that may result from giving training to children in how to act in the event of an atomic attack, the U. S. Children's Bureau suggests two ways in which teachers and parents can help:

1. Remain calm. This includes the warning: Don't discuss your own fears in front of children and when they bring their fears to you, make sure they know that you are not afraid and try to communicate this sense of security to them.

2. Help children to understand why they must undergo a bombing drill, why their blood may be tested by health authorities in the school system. Tell them that a bombing drill is like a fire drill; it doesn't mean that fire will break out; it simply tells you what to do if fire does break out. Explain to them that getting a blood test is going through the same procedure that they went through to get "shots" such as diphtheria immunization or smallpox vaccination.

One out of every 12 children born each year will sometime during his life suffer a mental illness severe enough to require hospitalization, according to a computation based on New York State figures prepared by the National Association for Mental Health, Inc. This organization estimates that there are about 9,000,000 people in the United States suffering from mental illness and other personality disturbances, or about one in every 16 people. Approximately 1,500,000 of this number are suffering from mental illness, while about 7,500,000 have other personality disturbances. Some 1,500,000 others are mentally deficient.

### Responsibilities of School Administrators

Educators have long held that the schools should provide children with the opportunity to grow in health and fitness. The emphases discussed in this article along with the other health aspects that underlie a well-rounded school health program call for full support and vigorous leadership on the part of school officials.

Among the many components of an adequate health service presented, these six areas of responsibility for administrative leadership are stressed:

1. A healthful environment must be maintained.

In order to create it, attention must be given to such things as the administrative structure itself, the health of teachers, the control of communicable diseases, elimination of the causes of accidents, avoidance of conditions harmful to health, and the use of teaching methods which, though effective, do not cause undue worry or fear. . . . The school, through the example of its leadership, should indicate ways in which the homes and the entire community can be made safe and healthful for all children.

2. A broad and functional program of health education is a basic requirement.

The child needs to know a great deal about health and the school is responsible for his opportunity to learn it. For example, he needs to know how to develop good physical and mental health for himself, how to avoid illness and accidents, and how to protect the health of others. Similarly he must understand such things as the difference between an adequate and an inadequate diet, the

effect of drugs and stimulants, and the value of immunization. . . . Besides knowing what things are good for his health he needs to establish sound health habits. So, the health program of the school should be designed to develop such desirable practices as cleanliness, proper eating, recreation, adequate exercise and rest, and seeking medical advice when needed.

3. The exceptional child requires a modified school program.

Adaptations are particularly necessary for children who are ill or crippled or who do not see, hear, or speak normally. Gifted children also need special attention. . . . The health program must be broad enough to give all exceptional children an educational opportunity comparable with that of normal children.

4. Adequate health appraisal and health counseling are essential.

Health appraisal through the use of such procedures as day-by-day observations by classroom teachers, periodic medical examinations, screening tests, and health histories is necessary to discover the children with health conditions detrimental to themselves or others. Whenever such conditions are found, appropriate steps must be taken to eliminate them, especially through wise counseling of the child and his parents.

5. Emergency health conditions demand immediate care.

It is part of the school health program to formulate the procedures to be used in emergencies and to instruct the pupils and teachers concerning them. Current programs of civil defense for schools, though only one aspect of the total problem, give added weight to this responsibility.

6. Health education for adults is needed.

Many adults have had only the most superficial education about either personal health care or their responsibilities for community health protection. This is an instance where the school health program will be most effective when it is geared into the health education activities of other community agencies. The school cannot cope with this problem alone but can make an important contribution toward its solution.

### Summer Opportunities

Summer months afford special opportunities for action on the health front to school executives, parents, teachers. Simon A. McNeely, U. S. Office of Education Specialist for Health Instruction, Physical Education, and Athletics, urges that school administrators, along with others in the community, assess local summertime opportunities for children and when necessary act to make sure sufficient wholesome recreation activities are available including day camping, swimming, games and crafts.

He calls attention, too, to the many in-service training programs in health and physical education available to teachers at this season and suggests they contact the nearest state department of education for information about teacher workshops in this field being offered by colleges, as well as by state and local departments of health and education.

Elizabeth Avery, consultant in health education for the American Association for Health, Physical Education and Recreation, sees the summer period as a strategic time for parents to take their children to the family doctor and dentist to uncover health defects and begin corrective treatments before school reopens in the fall. School personnel can encourage this in their continuing follow-through of the health education program.

# BOARD Policies and Regulations Are in Writing at HUMBOLDT

John W. Gilbaugh\*



John W. Gilbaugh

"Policies and Regulations of the Board of Education" are in writing at Humboldt, Kans. As state laws delegate and define powers and authority of local boards of education, the Humboldt board has published a set of policies and regulations to govern its own procedures and define the duties of those to whom it delegates

authority. The local school code was placed in effect after a review of several previous years experience in school-community affairs.

With the formulation of a comprehensive, written set of "Policies and Regulations," the board of education is equipped with the means to handle recommendations, procedures, and problems systematically and impartially.

Through the printed statement of policy, the board of education and its employees may move forward with confidence in the execution of their respective duties without fear of infringing on the other's rights.

Results attributed to the printed school code are positive in direction of purpose and stability of educational progress in Humboldt. Frequent change in policy has a tendency to cause frustration among teachers and thus render impotent their efforts.

The adopted policies may be amended at any regular meeting by approval of the entire board, or a majority vote of the entire board at any meeting at which a 30 days' notice has been given for proposed changes. Because the policies were studied so carefully before adoption, it has not been necessary to make alterations except at a meeting which is set aside annually for that purpose. At that time changes are made in the light of the previous year's experience and the anticipated needs of the ensuing term.

## School Board Business

An important section in the board's adopted policies deals with the manner in which school business is transacted. Acknowledging the fact that the governing body of a school district can legislate only when it is in formal session with a quorum present, the Humboldt board has agreed on a plan for handling school busi-

ness which, on many occasions, has prevented embarrassment for individual board members.

Many school patrons are inclined to bring issues to a board member which should be handled by the school's professional staff. In cases of apparent exception it is suggested in the published "Policies and Regulations," that it is advisable for a board member to avoid commitments until the matter has been presented to the whole board during a formal session. A board member should postpone his arrival at a final conclusion until he has had the benefit of group discussion with all aspects of a given problem presented. With these points in mind the board has formulated the following policy with reference to the handling of school business:

Therefore, the Board of Education will be governed by the following policy in regard to communications and complaints. Neither the Board as a whole or any individual member will entertain or consider communications or complaints from teachers, parents, or patrons until they have first been referred to the superintendent. Only in case satisfactory adjustment cannot be made by the superintendent and his assistants, shall communications and complaints be referred to the Board. In such event, the Board will grant a hearing after considering evidence submitted by the superintendent, if it is deemed advisable. Such a hearing will be in executive session.

## Rules Beneficial

Many worth-while benefits have been derived from the establishment in written form of the board's adopted policies and regulations. The code is effective as an orientation device for new members of the board of education, new teachers, and other employees of the schools. It stabilizes policies affecting the school system during changes of membership on the board of education and administrative staff of the schools. Radical views are tempered by making use of impartial procedures provided in the written policy statement.

Defined in the policies are the duties of the board of education, superintendent, secretaries, principals, supervisors, teachers, and custodians.

The mechanics of the system's salary schedule and sick-leave policy are set forth in detail.

The Humboldt school system has been operating under the board's adopted policies in written form for two years. It is generally felt by the members of the board and the professional staff that there has been more harmony in public relations and an increased feeling of satisfaction and security since the adoption of the published policies of the board which have been placed in the hands of all school employees and other interested persons.

## For Important Improvements—

## Mississippi Studies Her Schools

On October 9, 1950 in the city of Jackson, the state of Mississippi launched a broad scale study of her public school system. This study was undertaken by an organization named the Mississippi Citizen's Council on Education, being sponsored by the Mississippi Congress of Parents and Teachers, the Mississippi Education Association, and the State Department of Education of Mississippi. About 47 professional, business, and industrial organizations were represented in the membership of this Council which was presided over by an eminent businessman of Mississippi, Hon. R. D. Morrow of Brandon.

This Council adopted a plan of procedure that would secure an expression of opinion from the grass roots of Mississippi on what was wanted in a public school program and to see if a willingness to pay for it existed. Many thousands of questionnaires were mailed to Mississippians, from which twenty thousand replies were received. A summation of these replies resulted in the adoption of four broad proposals:

1. The inauguration of a foundation program which would call for a state appropriation of sixty-eight million dollars for the biennium and which would equalize the salaries of teachers in terms of training, beginning with \$2,600 for a teacher with a M.A. degree; \$2,400 for a B.A. degree; \$2,000 for three years in college; \$1,600 for two years college; \$1,200 for one year in college; and \$900 for high school and less.

2. A long range building program that would call for an appropriation of approximately one hundred million dollars to cover a twenty year period.

3. The reorganization of school districts to provide for a county unit in each of the 82 counties plus the retention of the 95 separate districts, giving a total of 177 school districts for the state. For the selection by popular vote of a county school board consisting of five members, one from each of the five supervisory districts in the county, and for this school board to select the county superintendent of education. The county school board in Mississippi is now elected by the trustees of the county, and the county superintendent is elected by popular vote. The present state board of education which consists of the State Superintendent, the Attorney General, and the Secretary of State, would give place to a ten-member board comprised of these three officials plus one member elected by the people from each of Mississippi's seven Congressional districts.

4. The Council recommended that a statewide survey be made to study the school curriculum with emphasis upon the type of instruction now prevailing and also to inaugurate a program for exceptional children.

The Governor and Legislature, although favorable to the Citizen's Council in principle, did not believe that the state should go into such a program without further study. Therefore, a stopgap agreement has been proposed, which very probably will stand, that a fifty million dollar appropriation be made and that a legislative committee consisting of 21 members be set up to carry out an intensive study of the public school system with the

(Concluded on page 74)

\*Superintendent of Schools, Humboldt, Kans.



# The American School Board Journal

William C. Bruce, Editor

## RELEASED TIME

THE constitutionality of the New York State law permitting school boards to release children from school for religious instruction in their respective places of worship has been settled by the United States Supreme Court which has declared the law constitutional. Justice Douglas in his opinion (*Zoruch vs. Clauson*) held that "we are a religious people" and declared that the law contains no element of coercion. In effect the decision removes all question about the practice in some forty-odd states which allow children to receive religious education within the time limits of the regular school day. The encouragement which the decision gives to the churches to meet their responsibility for keeping Americans religiously literate can hardly be met unless the quality of the instruction given meets that offered in the regular classes. The churches must provide competent teachers and work out complete courses of instruction so that the time will be well used. The problem of safety on the way from school to church must be met as must that of regular attendance.

## GOING OUT AND COMING IN — GRACEFULLY

THE spring of each year brings to the editor's desk reports of the retirement of school executives who have served the schools in their communities efficiently and for long periods of time. Happy usually are the reports of men who are leaving with the good will of their boards, their professional associates, and the communities, and who have reasonable health and vigor to enjoy some useful activity in their retirement. Not so happy is the news of men whose resignation is due to physical decline or positive illness, or to some professional failure which has led to a refusal of re-election or a requested resignation. Very happy is the report of a retirement when the superintendent goes out gracefully and by his words and actions expresses appreciation to his associates and to the community for the opportunities and the help given in conducting an efficient school system and working out a successful life career in that influential profession — the city superintendency.

For every retiring superintendent, the period before and after retirement should be one for forgetting the hardships and

failures of the past, the shortcomings and unkindnesses of board members, the human failings of teachers and citizens. It should be a time for recalling happy occasions and for tasting to the full the compensations of a fine career. It should be made an opportunity for assuming a final responsibility, that of welcoming the successor in office, of helping him evaluate the total local situation, of showing him tactfully how the opportunity can be used of doing a better job for the children and the community.

The newcomer in any superintendency where a very successful man has been at work has a difficult task before him. He can come in gracefully and more quickly make a solid place for himself if he openly recognizes that the fine status of the schools is due to his predecessor, if he builds slowly and makes changes with due regard for changed social and civic conditions and for genuine educational needs. There are prospects of failure for any new superintendent in uncomplimentary or critical attitudes toward a predecessor. Better to look upon the man who has retired as a possible consultant and advisor who can provide background facts and reasons and suggest wise solutions of problems.

When the retiring superintendent is made adviser for a year or two, the process of retirement can be made happier and the danger of a feeling of uselessness avoided. The coming in of the new man can also be made easier and securer.

## EDUCATIONAL LAG

EDUCATORS frequently bemoan the fact that there is a lag of a generation and even more between the findings of research in educational theory and the wide application of the findings in the common practice of the schools. It is only natural that men engaged in scientific research teaching methods should feel that there is a terrific loss between the extensive effort they put into their work and the slow, plodding improvement in the work of the average teacher in the average school system.

There is much truth in these criticisms of schools and teachers. There is, however, some value also in the lag due to the fact that much of the research which is enthusiastically accepted is often shown to be of comparatively little value after a few years of practical experience.

The situation is not unlike that of any one of the great industries. In the manufacture of automobiles, for example, thousands of inventions are offered annually, but only a few are finally made permanent parts of cars which the average car user will accept. Endless inventions work well under laboratory conditions and in the

hands of expert drivers, but develop all sorts of troubles when subjected to the use and abuse of the everyday American car owner.

As Dr. John Stenquist of Baltimore remarked some years ago "the great limitation of the school as an experimental institution is that it is set up primarily to provide instruction, not run experiments, many of which require long periods of time and meticulous controls. However, since we still know so little of how best to select and combine the myriad facets of what we offer as education — for this very reason there is always more than one equally promising way to do it." Even when one or more of these "facets" proves to be valuable, there always remains the question when the average teacher, like the average automobile driver, can use it more effectively than some other device or material which is foolproof. Perhaps, after all, we are making progress in the best way humanly possible.

## IMPORTANCE OF SCHOOL RECORDS

THE importance of accuracy and completeness in school records has become more evident from year to year. Social legislation, particularly for old people, military duty, foreign travel, and other growing practices of American life, make accurate and complete school records essential. In this connection, the *Superintendent's News Letter*, issued at Pittsburgh, Pa., contains a significant statement:

Everyday the Educational Statistician's office can expect from three to six telephone calls or letters from former students scattered all over the United States, asking for verification of birth dates and other supplementary data in connection with attendance in the city schools.

The importance of filling out school records correctly by the clerk, teacher, or principal and keeping them systematically in a secure place cannot be emphasized too greatly.

Here in Pittsburgh where we have a large variety of races and creeds, we find through experience that birth dates vary considerably because of the use of certain calendars other than the universal one known as the Gregorian.

Here are just a few examples of the importance of accurate, complete school records:

Because of Federal Old Age benefits, more people are demanding information from old school records. A half-dozen cases came to our attention last year concerning people who could not secure a passport to leave the country because there was no evidence to show they were citizens. Veterans desiring to become apprentices in certain trades must prove completion of at least eight grades in school. Parole boards, courts, attorneys, corporations, the F.B.I., Western Penitentiary, Armed Forces and State Police, are continually asking for information. A veteran who married a foreign-born bride found our school records to be the source of certain evidence which

enabled his wife to become a citizen of the United States. Sometimes settlement of estates and life insurance policies is unduly prolonged until a delayed birth certificate or some bonafide school record is produced.

*Let's keep the records straight.*

### WILL SCHOOLS RESPOND?

THE action of the Federal Communications Commission in assigning 242 community television channels for noncommercial educational use opens up enormous opportunities to the educational forces of America. It will be interesting to note how much co-operation will be given to public officials who display initiative in making use of these opportunities to raise TV out of its present low level of vaudeville, prize fighting, and ancient motion pictures to present genuinely cultural and educational programs to reach approximately one hundred million people who will be within the possible viewing range of educational TV stations. The cost of establishing a TV educational station may seem staggering and the annual bill for operation may be within the reach only of the large universities and the larger city school systems, but it is low when viewed in the light of the enormous and permanent values which can be brought into the lives of American people. Prompt action can hardly be taken without co-operation between state school officials, the great universities, and city school systems. Here is a challenge which should not be treated lightly.

### OUR HOPE

If the world is to be an armed camp for the next thirty years, we must make certain that we don't fail to educate our people to their highest potentialities. The best educated population will win. We must make certain that we are the best educated, because we must win or face slavery. It is in our hands to make the choice. We shall need to work at it. We shall need to have vision. We shall need to cast aside tradition for reality. Education is our only hope. We must do the job and we must begin now. —HAMDEN L. FORKNER, in *Teachers College Record*.

Do not undervalue the sheepish wisdom of the conventional. Nobody can live in society without conventions. The reason why sensible people are as conventional as they can bear to be is that conventionality saves so much time and thought and trouble and social friction of one sort or another that it leaves them much more leisure for freedom than unconventionality does. —George Bernard Shaw.

## Released Time Case Decided

### Supreme Court Approves New York Law

The U. S. Supreme Court in a 6 to 3 decision made on April 28, in the suit brought by Tessim Zoruch and Esta Gluck against the New York City board of education, has held that pupils in the public schools may be released from class to go to religious centers to attend religious instruction classes.

The court majority, led by Justice Douglas, declared that *such a program did not violate the first amendment* to the Constitution which prohibits the states from establishing religion or prohibiting its free exercise. Justices Frankfurter, Jackson, and Black dissented.

Neither religious instruction in public school classrooms nor the expenditure of public funds was involved, Douglas noted, as in the McCollum case, which arose out of religion classes held in public schools. No student was forced to go to the religious classroom. Nor was there evidence before the court of coercion by teachers, he said.

#### Cites Court Practices

While the first amendment specifically demands separation of Church and State, *there is no inference*, Justice Douglas said, *that the state and religion should be aliens to each other*. If the separation theory was carried to extreme ends, he remarked, prayers in legislative halls and the "so help me God" in courtroom oaths might be abolished.

"We are a religious people whose institutions presuppose a supreme being," the majority opinion stated. "When the state encourages religious instruction or co-operates with religious authorities by adjusting the schedule of public events to sectarian needs, it follows the best of our traditions."

"To hold that it may not would be to find in the Constitution a requirement that the government show a callous indifference to re-

ligious groups. That would be preferring those who believe in no religion over those who do believe. . . . We find no constitutional requirement which makes it necessary for government to be hostile to religion."

The McCollum case forbade the use of the public school system to promote religious instruction, Douglas concluded, but expansion of that precedent to cover New York City's "released time" program would read into the Bill of Rights "a philosophy of hostility to religion."

Justice Jackson in his dissent was violent in declaring that "coercion" was implicit in the program. Justices Frankfurter and Black were equally caustic in their denunciation, and called trivial the distinction drawn between the McCollum case and the present New York case.

The dispute concerning "released time" goes back to 1926 when the Freethinkers Society of New York attacked the law and the practice of the New York City Schools.

President Andrew G. Clauson, Jr., president of the New York board of education in a statement to the press has declared that the "decision places the final stamp of approval" on the plan.

"The fact that the number (of pupil participants) has grown from 3000 in 1941 to 105,647 in 1951" in this city, he said, "attests to its appeal and value."

"At no time," he added, "has the board of education considered the released time program to be contradictory to the principle of separation of Church and State. Rather the board of education regards it as a co-operative educational activity which reflects the importance of religion in the development of the whole child."

In 46 states released time is allowed for religious instruction.

## New York Studies Staff Relations

A Committee on Staff Relations of the New York City schools, which has been engaged since April 9, 1951 in a study of staff relations in the schools, has now presented a procedure which seeks to establish a channel of communication between the board, the teaching staff, and the supervisory staff. In September last, the Committee presented an Interim Report and suggested plan for Staff Relations Procedures in the New York City school system.

The Plan has been accepted by a vote of the teachers of 18,084 to 16,394. The chief opposition came from the High School Teachers Association and the Teachers' Council.

The plan is in two parts, the first providing a procedure for dealing with complaints or griev-

ances; the second providing procedures to promote staff participation in policy making. The Committee asks that the plan be on trial for a two-year period and that before the end of the trial period its operation be reviewed before it is continued.

#### Handling of Complaints

Members of the teaching staff who have complaints may seek redress through organized channels: (a) on the school level through the head of the school and (b) if this is not satisfactory through appeal to a staff relations committee.

The complaints which have not been solved on the school level may be appealed to the local



district superintendent or to the assistant superintendent in charge of high schools. If the first appeal on the district level is not satisfactory, a second appeal may be made on the city-wide level to a staff relations officer. The final review or arbitration of the complaint, which has not been satisfied by all of the preceding staffs, may be handled by an impartial committee especially appointed and representing the school administration and the board of education.

Special procedures are set up for salary adjustments, refunds for absence, etc.

### Policy Preparation

The staff participation in setting up policies through consultation between the board of education, the professional school administrators, and teachers, is to be carried on: (1) on the school level through special committees, and (2) on a city-wide level through policy consultation committees.

It is proposed that plans worked out by consultation committees will be approved by the superintendent and the school board, and the plans approved shall be operative during a trial period of two years, during which time amendments deemed advisable may be made.

The consultation procedures have been established so that discussions may take place prior to the making of administrative decisions, wherever this is wise and practicable, and to give the staff a greater share in policy making. The board, the superintendent, the board of examiners, and the head of the school or bureau will retain the authority to act on specific problems before consultation, when such action is, in their judgment, necessary.

The staff relations plan is intended to cover all persons on the pedagogical side of the system, including superintendents and all persons employed by the board who hold licenses issued by the board of examiners. It does not apply to civil service employees. For purposes of policy making, supervisory personnel are included, but for purposes of utilizing the procedures to consider complaints, the rights afforded to teachers do not apply to supervisors unless expressly stated.

The Committee believes that wherever practicable the procedure should be integrated with existing school councils and teacher-interest committees and benefit by the experience schools have had with such existing organizations. In small schools, the entire faculty of teachers may well be members of the staff relations committee.

## Kanawha County Board Adopts Business Administration Plan

The problem of business administration in a school system changes with the times and is particularly affected by the variations which occur in the educational program of the county or city. In Kanawha County, W. Va., developments to cope with many problems had not kept pace with the changing conditions.

In making plans for a change in administration the board was faced with many problems. There had not been enough money to do a good job of plant maintenance and the administrative organization had not kept pace with the growing attendance and instructional problems. These weaknesses, it was felt, could be corrected largely by a proper organization for business administration. This was the first step toward improvement of the county school business affairs.

### The Program

The proposed program called for a department of business affairs, to be the responsibility of an assistant superintendent in charge of business affairs. Under this business manager it was decided to place a director of operation, a director of maintenance, a director of transportation, and a director of supplies and equipment.

The business manager was to be made responsible for general administrative and supervisory control of the business department. He should familiarize himself with the laws gov-

erning the school business, administer special levy elections and bond-issue elections, be responsible for a system of records, index and files, conduct surveys and make reports as directed by the superintendent, assist in the preparation of the budget, interview and nominate for employment the personnel of the business division, administer regulations for the use of the schools, the school plants, and facilities, allocate functions to the divisions of the department, and perform other duties assigned to him by the superintendent or the county school board.

The director of operation, who is under the direction of the business manager, will analyze and report on all utilities; make inspections of buildings and grounds; develop in-service and pre-service training of workers in the division; assist the business manager in the selection, assignment, promotion, or dismissal of employees of the division; inspect buildings for cleanliness and fire hazards; assist in standardizing supplies and tools; see that all assignments of workmen are satisfactory to the principal; keep records and make reports as requested by the board or the business manager; and perform other duties as assigned to him by the business manager.

The new plan of business administration has been in operation since July, 1951 and is working splendidly in the opinion of Virgil L. Flinn, superintendent of the Kanawha County schools.

### A Board Member's View —

## Economics in High School

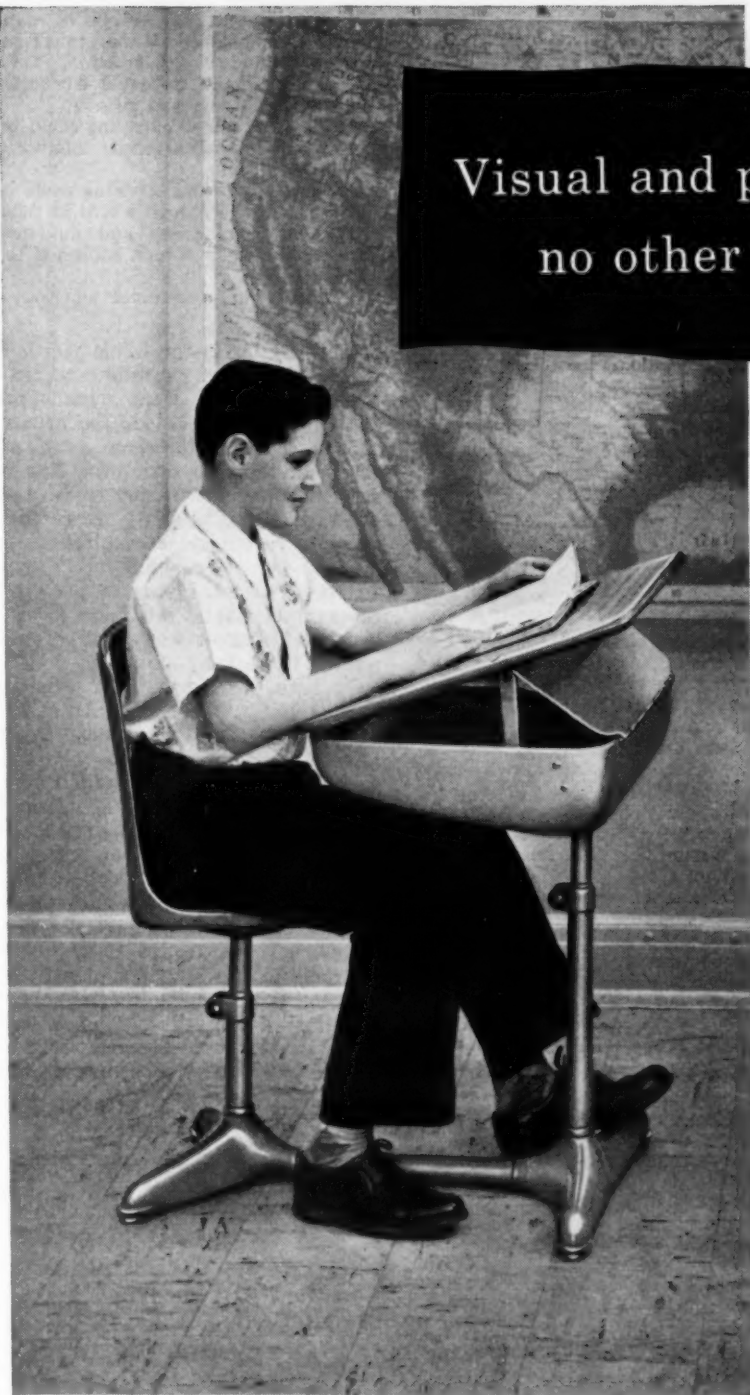
Our high schools are doing an unsatisfactory job in teaching economics in the opinion of Bert W. Levit, member of the San Francisco board of education. In an address delivered February 1, before the California Association of Audio-Visual Education and the California Association of School Supervisors, Mr. Levit called attention to the fact that the American people are not Socialists, but that they desire and need economic education based on the principles which have made America successful.

"They and their fathers and their grandfathers have lived and prospered under an economic system that has encouraged and preserved initiative and enterprise and the dignity of the individual man. The fruits of this economy of ours have been abundant beyond the wildest dreams of the visionaries of a few generations back, and we have developed and now enjoy the highest standard of living that men have ever had. Everyone understands that a political system is a reality that must be understood if it is not to be lost, and that it can be taught and should be learned about in our schools. But not everyone seems to understand that an economic system is equally a thing of substance that can slip away almost unnoticed by men who do not comprehend its fundamentals.

"Like the theories and the practice of politics, economics can be taught. Is it learned about in our schools? To borrow a phrase, I regret to say that the high school market for economic education is unbalanced. It is a market in which the need and the demand far exceeds the supply of this commodity. Within the last year the Opinion Research Corporation of Princeton gave an economics quiz to a representative nationwide group of some 1300 high school seniors; and they gave the same quiz to the teachers at the same schools. Now here is the interesting fact. The teachers made a median score of nearly 65 which, while considerably below that of industry executives who scored about 90, was substantially higher than the score made by foremen and supervisors of business concerns who traditionally are regarded as within the management circle. But the high school seniors—that is another story. Their median score was only 48, which was little better than would be expected if they answered the questions by mere guesswork since a chance score on the test was over 45.

"If the teachers have the knowledge, why do they not impart it to their students? Since the best available information (and my own experience from contact with the very intelligent personnel of our teaching staffs) indicates that the teachers do have the necessary information, the deficiency cannot be attributed to a lack of knowledge of what to teach. Two possibilities suggest themselves, which I shall put and shall leave in the form of questions. Is it because they do not know how to teach this sort of thing, and will not know until the teachers colleges add a course or two on how to teach American economic theory and American economic practice to American children? Or is it because, though having the knowledge and the teaching know-how, the teachers are either uninterested in or unsympathetic to the subject? When you answer these questions, and when you do something about the answers, you will have discovered a key that will unlock the door through which you can pass to a solution of at least some of your public relations problems."

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# Iowa Studies Reorganization by Television

*Tilford H. Stall\**

The education of boys and girls is apt to be the biggest business in a community. Whether it be in Texas, Maine, Washington, or Iowa, the most money spent is for the education of youth; whether or not the curriculum which is offered shows evidence of being broad, flexible, lifelike, and adequate to meet the needs of youth and adults.

In many states, as well as in Iowa, strong movements are under way for the reorganization of school districts. However, in Iowa, the state law is very specific in this matter. Yet, the Acts of the Forty-eighth and Fifty-second General Assembly did not produce anything specific on Reorganization of School Districts. One reason was, that 80 per cent of the voters in the district had to approve the reorganization plans, and the 20 per cent minority voters controlled the election. It was further evident that some county boards of education did not effect a county wide reorganization plan as there was no provision in the law for same. The Fifty-fourth General Assembly did give the county boards of education more power.

School reorganization in Iowa is very much alive. During the month of January, 1952, Station WOT—TV of Ames, Iowa, put on a telecast series of four programs. The participants were members of the state legislature, newspaper editors, educators, and citizens. This afforded the lay people of the community the opportunity to discuss and think about their school problem. These programs brought out issues, so that the estimated 80,000 persons, who watched the proceedings through television, saw more clearly all sides of the problem, and thus, it is hoped, became concerned enough to want better education for children.

A number of arguments have been advanced on both sides of the reorganization question.

\*Supervisor of Recreation, Des Moines Public Schools, Des Moines, Iowa.

Difficulties in the way of reorganization include the following:

1. Individual local communities fear they may lose some of their control of their local schools.
  2. The thought holds that local school directors in smaller schools are in closer touch with the community and school problems.
  3. Communities feel that the small local schools will lose their athletic teams and traditional loyalties.
  4. It is thought that larger schools may cost many more dollars.
  5. Destruction of neighborhood life is feared, with the people of the community losing interest in local affairs.
  6. Parents oppose having their children travel far to school.
  7. Some persons hold that farm children lose out on many of the extracurricular activities if a distant school is attended.
  8. It is considered that the neighborhood would have less school board representation.
  9. Some taxpayers are willing to pay more tuition costs rather than be drawn into a larger school district.
  10. Many roads are not suited to all-season pupil transportation.
  11. Many lay persons are not fully informed about reorganization.
  12. The belief is held that children in one-room or other small-enrollment schools receive more individual attention.
  13. There is no strongly expressed desire on the part of the general public for reorganization.
  14. There is opposition to centralization in government.
  15. Reorganization proposals may create intense rivalry and ill feelings.
- Common arguments in favor of reorganization include:
1. Inefficiency would be eliminated.
  2. Rural pupils are handicapped in competition with graduates of larger schools.
  3. There is tragic backwardness in many of the smaller schools.
  4. Better equipment and better buildings can be provided.
  5. Teachers will be better qualified.
  6. Rural pupils will be offered more opportunities by an enriched curriculum.
  7. Teachers are capable of handling more pupils.

8. Teachers having charge of two or more grades cannot cover all the ground in line with modern techniques of instruction.

9. There should be equal educational opportunities for all boys and girls.

10. Guidance and counseling could be provided.

11. Contact with a greater number of teachers would be possible.

12. More vocational training could be offered.

13. The cost per pupil would be reduced.

14. The overcrowded and outdated methods which children have been subjected to would be eliminated.

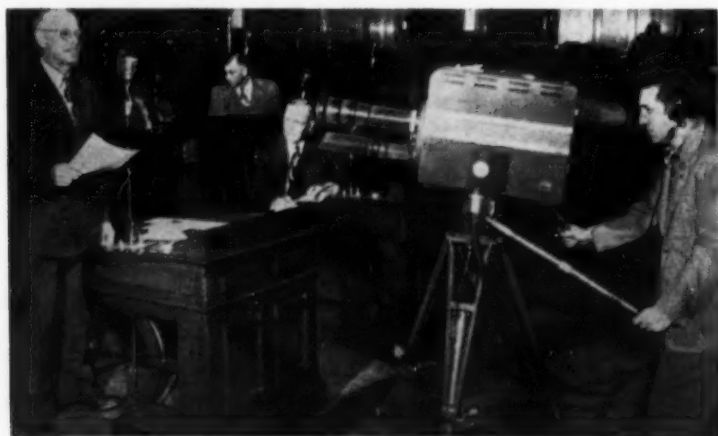
15. Areas in curriculum offerings could be broadened.

The key log in the whole jam is the factor of the legislators unwillingness to interfere with local control, when actually present legislation does not provide the means in terms of finance, to enable these local communities to do anything on their own. The state must step in, and find revenue from other sources other than real property. State Aid must be given to encourage reorganization. Legislation is permissive and enabling rather than coercive. In Iowa, we must start at the grass roots a program of public relations, so that all our people may know what kind of education is wanted for Johnny and Mary.

In discussing the value of television in connection with the reorganization of Iowa school districts, Dr. L. M. Cushman, Assistant Professor of Rural Education and Educational Administration in Iowa State College, Ames, says in connection with the recent television broadcasts: "It does demonstrate that television is a powerful tool and stimulating people on all levels, local, county or state, to think through their problems very carefully; also, in the future the more television projects available, it constitutes an excellent channel for tools in the school administrative public relations problems. It is extremely vivid and revealing of the attitudes, ideas and feelings of participants on the television shows. It also shows that it is more useful as a stimulator of thought and action, than it is as a revealer of factual data."

Iowa is facing the challenge of the fourth "R"—*Reorganization*. The people are the determiners of policies.

► SUPT. MARSHALL G. BATHO has resigned as superintendent of schools at La Crosse, Wisconsin. The resignation which created much public comment in Wisconsin followed a long series of difficulties and differences between Mr. Batho and the president of the school board.



Iowa legislators discussing school laws for TV audience.  
Photo Des Moines Register & Tribune.



A typical citizens meeting at the Eldora High School  
televised by station WOT-TV, Ames, Iowa.

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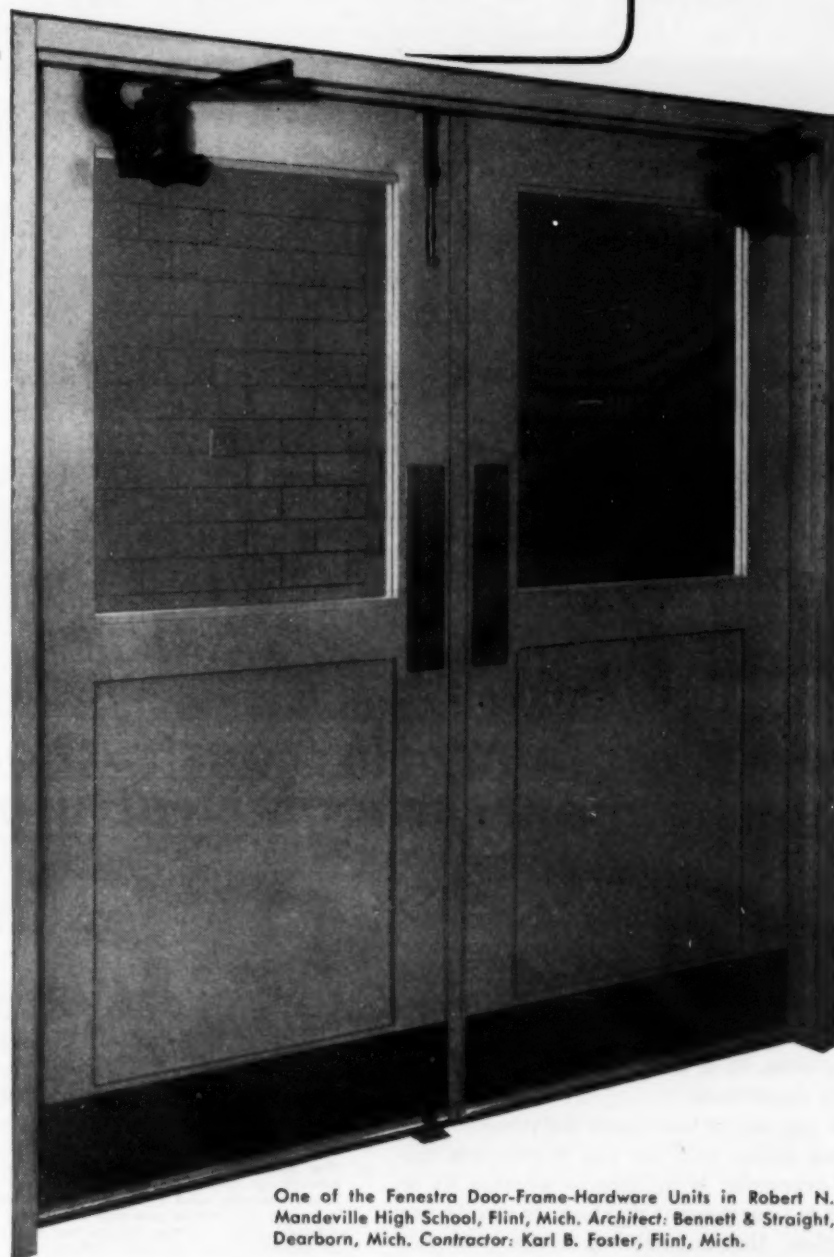
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## TEACHERS' SALARIES

► Richmond, Wash. The average increase of teachers' salaries will be \$400.

► Sturgis, Mich. The board of education has voted a flat increase of \$300 to all teachers. The increase raises the minimum women's pay to \$2,700 and the maximum to \$3,900. Men will earn from \$3,300 minimum to \$4,300 maximum.

► Cicero, Ill. Starting salaries have been fixed at \$3,000 and maximums at \$5,700 after 15 years' service.

► Decatur, Ill. The school board has fixed the initial salary of teachers at \$3,000 and the maximum after 14 years' experience at \$5,300.

► Rockville, Conn. The school board has voted a new teachers' salary schedule with \$2,700 minimum and \$4,400 maximum.

► Iowa City, Iowa. The school board has fixed the minimum salary of teachers with B.A. degrees at \$2,800.

► Decorah, Iowa. A cost-of-living increase of \$150 has been voted teachers in addition to the automatic \$100 raise. Grade teachers' salaries will range from \$2,650 to \$3,050 and high school teachers from \$3,050 to \$4,050.

► Artesia, N. Mex. The minimum salary for teachers has been fixed by the school board at \$2,400, plus \$600 bonus.

► Central School District No. 1 at Monroe, N. Y., embracing five villages in Orange County has adopted a new salary schedule for teachers. The beginning salary for instructors with less than A.B. degree is \$2,800 and the maximum in the twelfth year is \$4,300; teachers with an A.B. degree begin at \$3,000 and rise to \$5,500 in the twentieth year; teachers with a M.A. degree begin at \$3,200 and may rise to \$6,000 in the twentieth year of service.

Salaries above \$4,500 for teachers with the A.B. degree and above \$4,850 for teachers with the M.A. degree are based on special success.

► The Salina, Kans., school board has awarded pay raises to teachers ranging from \$200 to \$275 per year.

► Increases ranging from \$250 to \$450 have been voted by the St. Cloud, Minn., school board.

► Seaside, Ore. The base pay for beginning teachers with bachelors' degrees has been fixed at \$3,000 for women and \$3,500 for men, with a cost-of-living allowance of \$400.

► Upon recommendation of Supt. B. C. Berg the board of education of Newton, Iowa, has given all teachers an increase of \$240.

► An increase of about 8 per cent in salaries has been given to all teachers and principals by the Davenport, Iowa, school board. Teachers have asked for a \$600 increase.

► Mishawaka, Ind. At the recommendation of Supt. John J. Young, the board of education has revised the teachers' salary schedule as follows: 2 years' training — \$2,650 to \$3,450 for 11 years of experience; 3 years' training — \$2,900 to \$3,800 for 12 years' experience; 4 years' training — \$3,100 to \$4,800 for 18 years' experience, and 5 years' training — \$3,200 to \$5,200 for 22 years' experience.

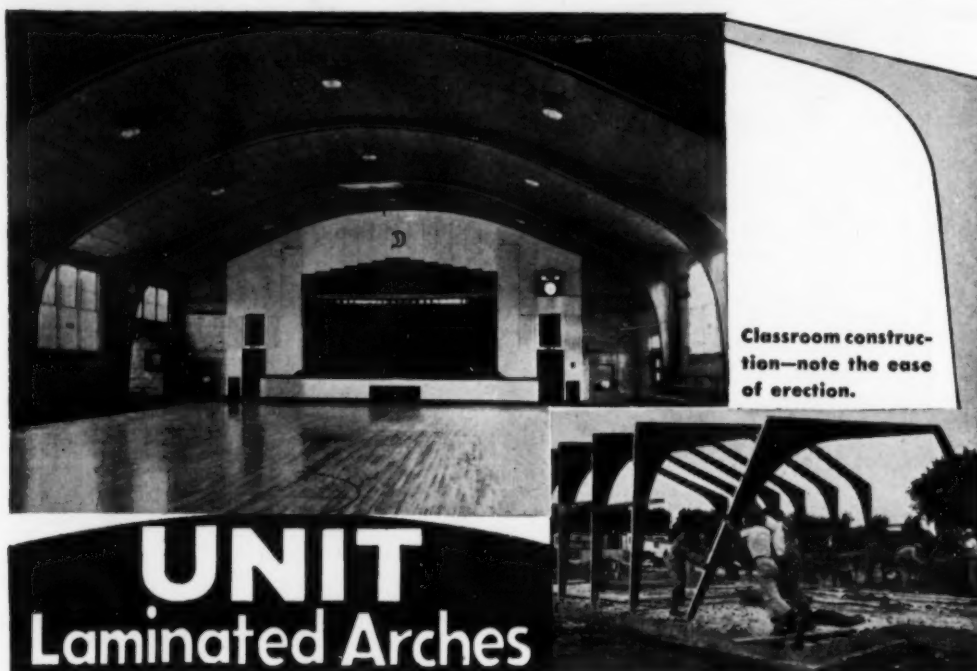
► Fairfield, Iowa. The school board has raised the base pay of teachers with bachelor's degree to \$2,920 and teachers with master's degree to \$3,105.

► Minimum salary increases of \$300 for teachers in the elementary schools have been voted by the Monrovia, Calif., board of education.

► San Gabriel, Calif. The school board has approved an increase in minimum teachers' salaries from \$2,800 to \$3,000 and the maximum from \$4,575 to \$5,000.

The new salary schedule divides the teaching staff into five classifications instead of three as before. Teachers with less than a bachelor's degree or less than 120 units and an emergency credential form the first group. The top classification calls for a master's degree plus 20 units and a regular credential and must be arrived at by a series of 13 steps. In the past teachers had been required to add four units to their credentials every three years. This was changed to every four years.

► Janesville, Wis. The board of education has made adjustments in the teachers' salary schedule: (1) the employment of persons with less than three years of training has been discontinued; (2) top salaries of teachers with B.A. degrees have been raised from \$4,340 to \$4,800 and of teachers with M.A. degrees from \$4,640 to \$5,500; M.A. teachers who earn 12 semester hours of university credit may receive \$100 additional once in four years.



Classroom construction—note the ease of erection.

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It will pay you to investigate the potential Unit laminated arches hold for you in effecting substantial economies in building — whether it's an addition to your present structure, or wholly new construction. Unit engineering service is at your call to provide technical help; and informative, illustrated bulletins on school constructions are yours for the asking.



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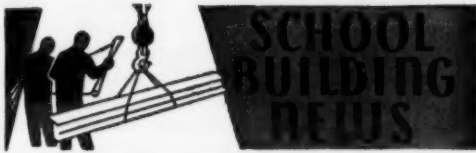
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#### Greater Economy, Increased Safety

Two types of arch construction highlight the spacious, decorative effects of the one-story school — easily enlarged for future needs, and easy to get around in because stairways are not required. This added safety factor meets the approval of parents and teachers alike.





## PUEBLO COMBINES BUILDING BIDS

At Pueblo, Colo., a substantial saving in the construction cost of two junior high schools was made here through calling for combined bids. The procedure was a new departure locally in taking bids and was accomplished even though the buildings were designed by different architects.

Bids were called on the general work, electrical and plumbing and heating, and each contractor was permitted to bid on either one or both jobs. As was expected, the contractors submitted a lower bid if awarded both schools than their bids on the schools as individual jobs.

Total cost of Corwin junior high school is \$1,033,551.65, including \$53,978.65 architect's fees to Edward L. Bunts of Colorado Springs. His fees were figured at 6 per cent for the first \$500,000 and 5 per cent on the balance.

Designed by Walter DeMordaunt of Pueblo, Freed junior high will cost \$837,214.50, including a 6 per cent architect's fee of \$47,389.50.

Cost of both buildings ran under estimates made last fall when the board gave approval of the initial plans.

Because only one contractor submitted a combined bid it is impossible to point to a definite saving on the general work. However, there was a definite saving on the plumbing and heating and electrical work through taking a combined bid.

## COMPLETING BUILDING PROGRAM

The Norfolk County board of education, Norfolk, Va., is approaching the completion of an extensive school building program. Edwin W. Chittum, county superintendent of schools, in reporting on the work carried on during the past five years, mentions the fact that the board has just completed the Norview Senior High School at a cost of \$2,416,000 and the Cradock Senior High School at a cost of \$2,460,000. These buildings, which are similar in plan, will house 1700 students and afford facilities for a comprehensive instructional program. The board has also completed the Oakwood Elementary School, \$514,847; the Southeastern Elementary, \$527,700; Norview Elementary, \$533,061. These buildings include, in addition to classrooms and offices, a library, a clinic, a manuscript room, and a cafeteria. The program further included additions to four existing buildings and a new garage and maintenance building, \$79,000. The total cost thus far has been \$7,459,928.

Mr. Chittum reports that two additional high schools and additions to two elementary schools and to one high school are on the architects' boards. The present school building program is not considered adequate and an entirely new program intended to house the ever growing numbers of children will be undertaken in 1953.

► Construction of an elementary school for Sumner, Wash., is underway at a cost of \$260,097.35, or \$12.24 per square foot, announces Supt. C. E. Willard. The reinforced concrete building will be completed by December, 1952.



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**Saves cost!**

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► Burlington, Iowa. Upon recommendation of Supt. R. H. Bracewell the school board adopted an 11-point program for the improvement of the school services. Among the changes are salary adjustments by raising the minimum salary of nondegree teachers from \$2,400 to \$2,500 and giving all women teachers a raise of \$100 in addition to the usual annual increment. The elementary school staff will be increased by six teachers to cut down class size and eight teachers to meet anticipated increases in enrollment.

► The Board of Trustees of the Seminole Common Consolidated School District, Tex., has prepared a bulletin entitled "Regulations and Policies of the Board of Trustees" to familiarize school employees and citizens with the responsibilities involved in operating public schools. The 1200 square mile district is the largest of its kind, according to Supt. F. J. Young. The primary, elementary, junior high, and senior high schools, shop buildings, two gymnasiums, and the stadium are centrally located in Seminole. Total value of the school property is 2 million dollars.

► The organization of libraries in 47 elementary schools has been ordered by the Houston, Tex., board of education upon recommendation of Dr. Henry A. Peterson, superintendent of schools. The sum of \$66,000 has been approved for all school libraries, of which \$27,000 is earmarked for books for elementary schools. Additional

money will be provided for the elementary libraries when needed.

► At Lufkin, Tex., a citizens committee representing a cross section of the community has presented the board of education a seven point program of school improvement needed to give adequate educational services and a sufficient school plant for the growing school population. Among the items needed in the opinion of the citizens are (1) a new senior high school building to house 1000 students, (2) removal of the junior high school building, (3-4) enlarged Kurth and Central elementary school buildings, (5) remodeling old junior high school for elementary use, (6) construction of a new building in the east end of town, (7) additional facilities at the Brandon school or an entirely new Negro school. This building program will cost immediately \$2,000,000 and can be handled by raising the assessments of the district from the present 18 million dollars to 37 million dollars.

► Scranton, Pa. The school board has ordered that all children in the grades be treated with sodium fluoride as a part of the dental inspection program.

► Businessmen of Cincinnati, Ohio, have criticized a senior high school civics text as giving a one-sided view of many controversial economic and political problems. The board of education department of instruction has made public an analysis of the text which indicates that the book is fair to all sides.

► The Wapello, Iowa, school board has ruled that high school students who marry will be automatically barred.

► Alpena, Mich. The school board has voted to divide the school milk business equally between the two local dairy companies.

► The Bay City, Mich., school board has refused to reimburse its coal contractor for an increase of 14 cents per ton in freight rate on 4500 tons of coal. The contract did not anticipate an increase and the contractor has lost \$800.

► As a result of widespread changes caused by regulations formulated by the South Carolina State Education Finance Commission, the schools of Corry County, of which Myrtle Beach is a part, have become consolidated into one district. Instead of the numerous autonomous districts within the county, the new county unit places all schools under a county board of education. The County Superintendent of Education, Dr. J. H. Spann, becomes the chief officer for the schools. Local schools retain their local trustees in advisory capacities.

► The long continued fight on segregation of sexes in the local high schools has been ended by the Louisville, Ky., board of education by voting to make the Male High School a co-educational school and naming it the Reuben Post Halleck High School after a former principal.

► The New York City board of education operates some of the largest and most modern school buildings in America. It also has some of the oldest structures in active service. In lower Manhattan on Greenwich Avenue, West of 6th Avenue, the PTA is carrying on an active campaign to replace an overcrowded structure 102 years old. The total of 742 children enrolled in the school intended to accommodate 568 pupils.

► Pennsylvania's new loyalty oath became fully effective with only a handful of the total of 277,000 employees refusing to take it. The oath, called for in a measure passed by the Assembly, requires school teachers and other public workers to swear allegiance to the U. S. government.

Two teachers gave up their jobs, claiming the new oath curbs academic freedom.



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**HERE'S** a floor that's bright and beautiful and still non-slippery after four weeks of heavy traffic that included workmen coming and going during final construction and open house crowds. This heavy traffic during a period when there is bound to be lots of dirt proved the Anti-Slip Cosmolite Wax film was easy to maintain and that its surface did not show scuffs nor mar easily.

New Anti-Slip Cosmolite Wax brings a new measure of safety in the prevention of slippery floors. Cosmolite, a high quality, self-polishing wax made with yellow carnauba, is modified with colloidal silica to assure greater walking safety on any type of floor surface. Test it on your floors now! A free sample will be sent to you upon request.



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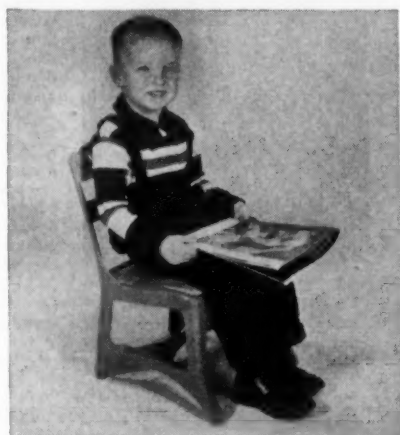


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Griggs Skyliner Straight Chairs are designed and built for use in the finest schools wherever genuine comfort, beautiful appearance and durability are desired. The chairs are available in four sizes and are built to endure years of use.



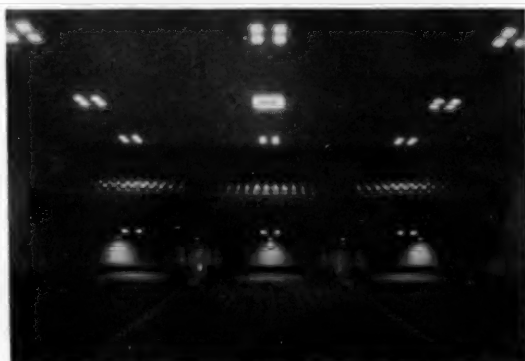
Comfort for all ages from kindergarten through College is provided by the Griggs Skyliner straight chairs. The scientifically designed contours and proper proportions assure maximum comfort and encourage correct posture.



The Griggs Skyliner chair desks are available in three sizes, 17", 15", and 13" seat heights to answer the need for movable functional classroom seating that is attractive, comfortable, and durable at an economical price.

For lecture rooms and study halls Griggs

Skyliner tablet arm chairs provide the finest in comfort, beautiful appearance and durability. Available with or without the book compartment under the seat.



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Griggs tubular furniture is available in a choice of five attractive colors on the metal frames. The book box affords a large storage space for books and materials. The superior design, materials and construction assures a lifetime of hard service.



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## PERSONAL NEWS

► San Leandro, Calif. CLARENCE BURRELL, superintendent at Petaluma, has been elected superintendent of the San Leandro Unified school district and PHILIP T. LORES, assistant superintendent.

► Fitchburg, Mass. GEO. C. FRANCIS has been re-elected with an increase of \$500. Mr. Francis will resign at the end of the school year.

► Terre Haute, Ind. SUPT. WAYNE P. WATSON has been re-elected for a four-year term with annual increases of \$300 per year up to \$12,000.

► Dr. JOHN M. BOSSHART, 70, state commissioner of education for New Jersey since 1943, will retire at the end of the school year. Governor Driscoll in accepting the resignation has called Dr. Bosshart "a fine, constructive and completely sincere public official."

► MYRON E. BROCKMAN has resigned after 32 years of service as superintendent of schools in Chester, S. C. Mr. Brockman has had 55 years of active service as teacher, principal, and superintendent of schools in South Carolina public schools.

► Little Rock, Ark. PAUL V. GRIFFIN elected president of the school board; MRS. ARTHUR McLEAN elected secretary.

► GERWYN JONES elected president of the school board at Walla Walla, Wash.

► R. S. CROCKETT has been elected president of the Port Arthur, Tex., school board; ROY HAYES elected vice-president.

► Dr. G. W. WISSMILLER elected president of the Rantoul, Ill., elementary school board.

► Dr. JOHN L. ROCK of Oglesby, Ill., has been elected president of the La Salle-Peru Township High School board of education, La Salle.

► Dixon, Ill. M. M. MEMLER and JOHN CULLEY were returned to offices of president and secretary, respectively. Both were re-elected to the board, together with DR. LESLIE HINKLE, at the recent annual election.

► Corpus Christi, Tex. ERNEST M. MILLS has been

elected president of the school board; ROY R. GILLELAND, vice-president.

► CARLTON W. STUEBS, business manager of the Oshkosh, Wis., board of education since 1943, has resigned to enter private business.

► SUPT. MILBURN P. ANDERSON, of the Berkley-Huntington Woods schools, has been chosen president-elect of the Michigan Education (teachers) Association.

► Ellensburg, Wash. Re-elected for three-year term, SUPT. ANGELO GIAUDRONE.

► Bellaire, Mich. Elected as superintendent, THADDEUS L. FLANCHER of Edmore, Mich.

► MAURICE P. BILLINGS has been re-elected superintendent of schools at Townsend, Mass., for a three-year term.

► In the long awaited reorganization of the New York City board of education's School Building Bureau, WILLIAM H. CORREALE, 52, has been made chief engineer at a salary of \$13,500.

► Streator, Ill. ROBERT KNOEDLER, re-elected; Clarence Leibke, elected to school board.

► WILLIAM HILLBECH has been elected president of the board of education at Maplewood-Richmond Heights, Mo.

► CHARLES S. MEEK, former superintendent of schools at Toledo, Ohio, died at Montclair, N. J., on April 8.

► Maysville, Ky. The school board has renewed the contract of SUPT. TED C. GILBERT for four years.

► Dr. PAUL S. CHRISTMAN, head of the Schuylkill Haven, Pa., schools has been honored with a gold plaque by the local Rotary Club for his 30 years of public service as chief executive of the schools and for his work as community leader and effective advocate of legislation for better state-wide financing of the public schools. A representative gathering of Pennsylvania educators, public officials, former and present school board members, and citizens joined in the recognition program.

► SUPT. W. A. MILLER of Ector County, Tex., has been elected president of Corpus Christi College. He has been succeeded by W. T. BARTLETT, principal of Odessa High School.

► SUPT. RALPH E. BEEBE is completing 25 years of service as chief executive of the Naperville, Ill., school system.

► The newly elected Maplewood-Richmond Heights School District board of education, in suburban St. Louis County, Mo., has re-elected SUPT. E. R. ADAMS who had been notified by the old board of education that his contract would not be renewed. The old board had elected Dr. Carl L. Parker of Flat River, Mo., for three years at an

annual salary of \$10,000. The pro-Adams board has notified Dr. Parker that his contract is invalid.

► DALE WHITENACK has been elected superintendent of schools for Vancouver, Wash., to succeed Dr. Paul Gaiser. The latter has resigned to become president of Clark College.

► LYLE K. WARD of Astoria, Ill., has been elected superintendent of schools at Rushville, Ill.

► SUPT. O. D. HANSON has been rehired by the Mabel, Minn., schools at a substantial increase in salary.

► Caney, Kans. JASPER C. WITTER, 45, of Fowler, Kans., has been elected superintendent.

► The Council Bluffs, Iowa, school board has re-elected SUPT. RUSSEL J. MOURER for a term of three years.

### DR. MONTESSORI DIES



Maria Montessori

Dr. Maria Montessori, internationally famous for her system of teaching small children, died on May 6, at the age of 81, in Noordwijk, Holland. She first came into international prominence some 50 years ago when she proposed plans for organizing infant schools in Rome. She opened the first of the well-known *Casa dei Bambini* in 1907 and very successfully trained young women to carry on the work in various parts of Italy, Switzerland, Germany, and later in the United States. She made a lecture tour of the United States about 1917.

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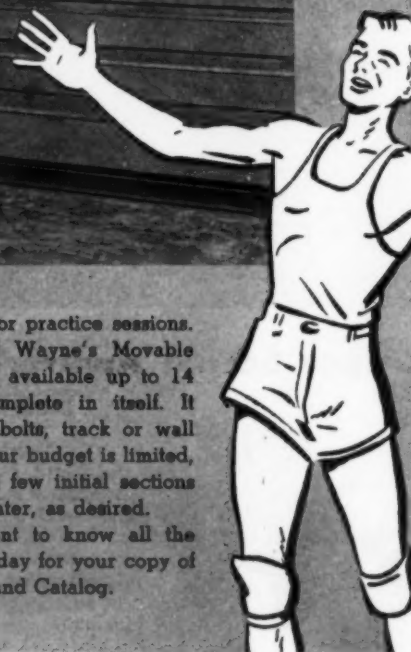
You'll like the adaptability of Wayne's *Movable Rolling Gymstand* . . . for each section can be quickly and easily moved to any desired location on the same floor level. Rubber wheels on the trucks give full protection to varnished gym floors.

Too, you'll appreciate the space-saving utility these stands provide. Like the Wayne *fixed type* gymstand, when they're in closed position, you have the extra floor space that's needed for

large gym classes or practice sessions.

Each section of Wayne's *Movable Rolling Gymstand*, available up to 14 rows deep, is complete in itself. It requires no floor bolts, track or wall fixtures. And, if your budget is limited, you can start with few initial sections and add to them later, as desired.

Since you'll want to know all the details, write us today for your copy of the Wayne Gymstand Catalog.



## NEW PUBLICATIONS for School-Business EXECUTIVES

### School Facilities Survey

Prepared by Schoolhousing Section, U. S. Office of Education. Paper, 40 cents. Superintendent of Documents, Washington 25, D. C.

This first progress report of the national school plant survey includes only the status study of 25 states, but more than justifies the hopes of school building authorities that we shall finally have an accurate nationwide picture of the existing school facilities and of our total needs.

Section I describes the legal phases and the total character of the survey; Section II outlines the population and enrollment factors which affect schoolhousing and which must be taken into account in judging present conditions and needs; Section III presents the figures from 25 states on (a) the age of existing school buildings, (b) percentage of pupils housed in buildings of various ages, (c) the size of buildings in terms of percentages of children housed, (d) the classroom areas, (e) classroom loads of satisfactory and fair school plants, (f) percentages of unsatisfactory elementary and high schools in terms of needed facilities, (g) fire-resistive character of buildings and percentage of enrollments, (h) percentage of school plants rated satisfactory, fair, unsatisfactory, and percentages of pupils housed in each classification, (i) enrollment of children in inadequate plants, etc.

Further reports will be awaited with considerable interest. The present evidence shows that the Office of Education has been rather optimistic about school plant conditions. The needs are greater than was believed.

### Purchasing Handbook

By Leonard G. Howell and H. W. Odendahl. Mimeographed, 29 pp., City of Des Moines, Des Moines, Iowa.

The present statement of policy and procedures take up (1) the details of requisitioning from city departments, (2) subordering by departments, (3) the policies and procedures of advertising, taking bids and placing orders, (4) the receiving and warehousing of goods, (5) the handling of salvaging articles, (6) the auditing of purchases and inventoring of goods, and (7) the legal controls and penalties surrounding purchases. The manual concludes with a complete chart showing the flow of orders and goods and the payment, after auditing, of bills.

Des Moines has in this statement of policy a number of valuable principles of use to school authorities. Thus, specifications and standards of purchasing materials are modified frequently. Purchases are made without advertising for materials which cost less than \$1,500 except that the purchasing agent may advertise on orders in excess of \$300 when, in his judgment, such advertising will produce better prices. The purchasing agent is required to obtain quotations on all purchases from available vendors. Complete lists of prospective bidders are maintained, but firms which fail to submit bids for two consecutive years are dropped from the lists. Where there is evidence of collusion between bidders readvertising and reward are required.

It would seem advisable for every board of education of any size school district to have a written handbook like the present so that all the school authorities might fully understand the manner in which purchases are made, accounts are audited, and equipment and supplies are warehoused and distributed to the respective schools.

### Attitudes of Detroit People Towards Detroit

By Arthur Kornhauser. Paper, 37 pp., Wayne University Press, Detroit, Mich.

This booklet summarizes the opinions of 593 people who were asked by a representative of Wayne University to comment on the city in which they live. The study embraced such matters as: (1) Detroit as a place to work, (2) personal considerations of home and friends, (3) recreation, (4) educational opportunities, (5) economic considerations outside of occupations, (6) general cultural aspects, (7) the spirit of the city, (8) governmental service, (9) housing, (10) taxes, (11) physical characteristics, (12) traffic and streets, (13) public transportation, (14) intergroup relations. Although 85 per cent of the people like the city, the results were not altogether favorable in many details. A similar study would help any board of education and any school administration to set up policies and useful attitudes for itself.

### Administrative Organization

Indianapolis Public Schools. Paper, 51 pp. Published by Board of School Commissioners, Indianapolis, Ind.

This publication is both a statement of policies and basic rules embracing the organization of the Indianapolis

public school system and determining the functions, the authority, and the responsibilities of (a) the board of education as a whole; (b) the officers and supervisors of the central administration, of the several business services, and of the teachers, janitors, etc. The statement is organized on the basis of services and is intended for the guidance not only of employees of the schools but of all who come in contact with them. The entire statement has a clear-cut legal form without losing any of the human touch which should characterize school policies and the work and relations of school personnel.

### School Teachers Day in Court

#### Pupils Day in Court

Compiled by N.E.A. Research Division, February, 1952. National Education Association, Washington, D. C.

The former of this compilation summarizes 51 cases decided in 1951 concerning teachers' appointments, salaries, tenure, demotions, dismissals, oaths, retirements, liability. The latter report embraces brief summaries of 33 cases relating to such typical matters as admission and attendance, racial discrimination, transportation, physical injuries, sectarian instruction.

### Administration of Public Laws 874 and 815

By Earl J. McGrath. Paper, 83 pp., 25 cents. U. S. Government Printing Office, Washington, D. C.

Under PL874 and 815 schools in federally affected areas are given aid for school construction and operation. This report indicates that under PL874 a total of 1183 school districts in 47 states were entitled to \$30,181,666 in 1950-51 for school operation. Under PL815 surveys of school building needs were made with federal funds amounting to \$303,794. Federal aid to construction during the year was approved for 237 projects under one section of the law in the amount of \$65,195,180.

### Student Deferment and National Manpower Policy

Cloth, 102 pp., \$2. Columbia University Press, New York 27, N. Y.

This statement of the National Manpower Council summarizes the present plan and points out its advantages and disadvantages and recommends changes which will conserve exceptional ability for the greatest national advantage.

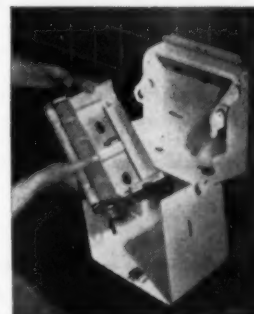
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has been developed by W. C. DeVry, President of the DeVry Corporation of Chicago, manufacturers of sound motion picture equipment and pioneers in the field of visual education. Anyone interested in this program may obtain full information without obligation by filling in and mailing coupon below. Act today! Don't delay!

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## SCHOOL FINANCE AND TAXATION

► By a majority of 62,000, Chicago voters have approved a proposal to raise the tax for the School Playground Fund by one and one-quarter cents which, it is estimated, will yield \$1,000,000,000 annually. The money is to be used for the "Lighted Schoolhouse," a program of recreation and adult education. The referendum, proposed by the board of education, was actively promoted by a Citizen's Committee for the Wider Use of Schools and the Chicago Recreation Commission.

► A school-aid bonus of 7 million dollars has been voted for Missouri public schools by the longest session of the legislature which adjourned April 25.

► The Newport, Ky., board of education has cut the school tax rate from \$1.54 to \$1.42 per \$100 valuation. The reduction takes some of the sting out of a 20 per cent increase in all property assessments.

### SCHOOL BONDS

Coffeyville, Kans. Sold, \$950,000 at 1.6785% cost.

Champaign, Ill. Community School District No. 4 sold, \$346,000 with \$350 premium for 1½% to 1965 and 1¾% to 1970.

Thermopolis, Wyo. Sold, \$200,000 at 2%.

Colorado City, Tex. Voted, \$200,000.

Minneapolis Park, Minn. Sold, \$575,000 at 2.76%

Grand Island, Neb. Sold, \$2,000,000 at 1.7289%.

Haywood County, N. C. Sold, \$1,000,000 at 2.38% cost.

El Dorado, Ark. Sold, \$1,500,000 at 102.23 for 2.9%.

Red Lake, Minn. Oklee Consolidated School District voted, \$300,000.

Las Cruces, N. Mex. Voted, \$300,000.

Silsbee, Tex. Sold, \$300,000 at 2.56% cost.

Springfield, Ore. Sold, \$375,000 at 2¼%.

Grinnell, Iowa. Defeated \$505,000 bonds.

Sheboygan, Wis. Voted, \$265,000 bonds.

Douglas County, Ore. Sold, \$1,425,000 at 2.185% cost.

McDowell County, N. C. Sold, \$500,000 at 2.09% cost.

St. Joseph, Mo. Sold, \$1,900,000 at 100.15 for 1¾% coupons.

Marshalltown, Iowa. Sold, \$875,000 at 100.41 for 1¾% coupon.

Sherman, Tex. Sold, \$1,141,000 at 2.4041% cost.

Oklahoma City, Okla. Sold, \$4 million dollars at interest cost of 1.423%.

Hastings, Neb. Voted, \$1,790,000.

Oklee, Minn. Voted, \$300,000.

Fort Worth, Tex. Approved by the board of education, \$14,990,000.

Benton Harbor, Mich. Sold, \$2,250,000 at net interest 1.7603%.

East Moline, Ill. Sold, \$100,000 at 1.996% cost.

Independence, Mo. Sold, \$200,000 at 1.4358%.

Fayette County, W. Va. Sold, \$2,475,000.

Oyster Bay, N. Y. Approved, \$2,600,000.

Tigard, Ore. Voted, \$430,000 in bonds.

East Chester, N. Y., Union Free School District No. 1. Sold, \$2,250,000 at 1.9725%.

Caledonia, N. Y., Central School District, No. 1. Sold, \$960,000 at 1.819 for 2.10% coupons.

Polk County, Fla. Sold, \$3,000,000.

Jackson, Miss. Sold, \$2,750,000 at 2.506% cost.

Canajoharie, N. Y. Sold, \$1,175,000 at 101.161 for 2% interest.

Rosemead, Calif. Voted, \$300,000.

Chicago, Ill. Sold, \$30,000,000, at 1.871% cost.

Highland Park, Tex. Sold, \$500,000, at 1.704% cost.

Arcadia, Calif. Sold, \$1,500,000 with 2¾% coupons.

South Kingston, R. I. Sold, \$1,000,000 at 100.512 for 2.10% coupons.

### SCHOOL BUDGETS

Memphis, Tenn. Adopted, \$8,198,870.

Birmingham, Mich. Approved, \$1,666,902.

Longview, Wash. Voted, \$1,618,636.

Kelso, Wash. Voted, \$810,870.

Artesia, Wash. Voted, \$627,336.

Roswell, N. Mex. Voted, \$1,146,315.

Battle Creek, Mich. Recommended, \$3,056,912.

Saginaw, Mich. Recommended, \$4,079,312 based on tax rate of \$8.80.

Carlsbad, N. Mex. Eddy County budget tentatively approved, \$2,631,382.

McKeesport, Pa. Approved, \$2,261,995.

Saginaw, Mich. Voted \$4,017,788 for 1952-53.

Port Angeles, Wash. Preliminary, \$792,998.

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All the problems and techniques concerning the actual teaching of spelling are worked out here in tested form which is adaptable to various classroom situations for teacher preparation. \$2.50

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SCHOOL BOARD JOURNAL for JUNE, 1952

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FACTORIES: GREEN BAY, WIS., PORTSMOUTH, N. H., GILLET, WIS.



## A DIFFERENT GRADUATION

(Concluded from page 50)

feature of the graduation. Each tag contained the name of the maker of the article, together with the value of the article, and the cost of the original materials. In some cases the articles were offered for sale and represented furniture and other articles rebuilt or reconditioned by the students. The upholstered chairs were particularly interesting as exemplifying good taste in the selection of colors and materials for correct room harmony. In many cases, the articles as reconditioned were of far more value than the student could ordinarily afford.

Graduation guests were entertained by the evening class in violin, which played familiar, well-loved music. At the close of the program, diplomas were awarded the graduates by the

president of the board of education, and an informal talk was given by Superintendent F. Eugene Mueller.

Those who attended the graduation left with a warm feeling of appreciation of the opportunities afforded through the adult program and an ambition to learn. Perhaps the interest awakened might be in the academic field, or possibly in perfecting a handicraft which would afford not only happy leisure time activity, but a new and lucrative vocation.

## MISSISSIPPI SCHOOLS

(Concluded from page 53)

promise from the Governor that the recommendation of this legislative committee, which may cover much of the territory already cov-

ered by the Citizen's Council, will be recommended for enactment by the Legislature even if an increase in taxation is entailed.

## SCHOOL BUILDING CONSTRUCTION

Dodge reports that in 37 states east of the Rocky Mountains contracts were let during the month of March, 1952, for 477 school and college buildings to cost \$106,100,000.

During the month of April, 1952, contracts were let in 11 states west of the Rocky Mountains for 29 school buildings at a cost of \$12,650,055. Eleven additional buildings were reported in preliminary stages at an estimated cost of \$10,370,000.

## SCHOOL LUNCHES 1952-53

The 1952-53 program of school lunch support announced by the U. S. Department of Agriculture will provide 1500 million lunches to 9,400,000 children enrolled in rural and city schools. The congressional appropriation for the purchase of food, materials, and administration is \$83,367,491.

## COMING CONVENTIONS

### June-September

June 2-6. *Nebraska School Custodians Assn.* at Kearney Junior High School, Kearney, Neb. Secretary: Ernest Stiff, Valley, Neb. Exhibits: Eldon Hayward, Board of Education, Kearney. Attendance: 150.

June 9-14. *Workshop for Superintendents of School Buildings and Grounds*, Purdue University, Lafayette, Ind. George H. Bush, director.

June 12-13. *School Custodians Conference*, Purdue University, Lafayette, Ind. George H. Bush, director.

July 5-9. *National Council of Chief State School Officers* at Higgins Lake, Mich. Host officer: Lee M. Thurston, Superintendent of Public Instruction, Lansing, Mich.

Sept. 12-13. *North Carolina State School Board Assn.* at the Peabody Building, Chapel Hill, N. C. Secretary: G. B. Phillips, University of North Carolina, Chapel Hill. No exhibits. Attendance: 500.

Sept. 21-23. *Michigan Assn. of School Administrators* at Delta Hotel, Escanaba, Mich. Secretary: A. J. Phillips, 935 N. Washington, Lansing. No exhibits. Attendance: 450.

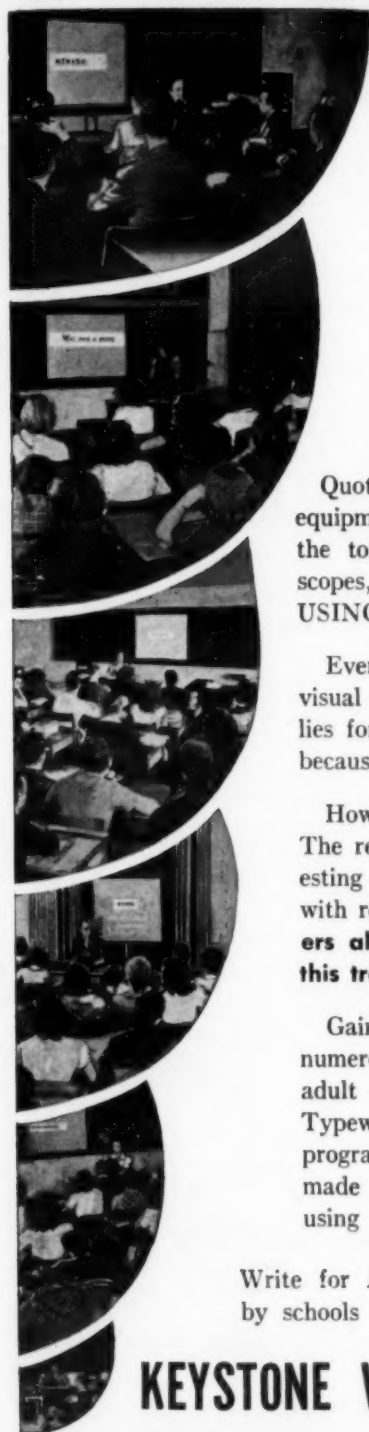
Sept. 28-30. *Council of School Superintendents of New York* at Saranac Inn, Saranac Inn, N. Y. Secretary: E. L. Ackley, 402 S. Market St., Johnstown. No exhibits. Attendance: 600.

## CONVENTION ANNOUNCED

The National Council on Schoolhouse Construction has announced its 1952 convention for October 7-10 at Boston, Mass. Headquarters will be located in the Parker House and J. E. Marshall of the Massachusetts State Education Department will be the local host. It is planned to center the program around the recent work of the standing committees, particularly the Committee on School Plant Research.

## DR. SEXSON DIES

John A. Sexson, 71, widely known as an energetic leader for better schools in California and from 1927 to 1948 as superintendent of schools in Pasadena, died in that city on April 25. He was, since his retirement, executive secretary of the California School Administrators Association. During his long years of service, Dr. Sexson acted as school survey expert, teacher trainer, and officer of various professional organizations. In 1938 he was president of the AASA.



# "Teachers USE the Keystone Tachistoscope"

Quoting from the recent survey of visual aid equipment in U. S. schools: "Impressive as is the total of schools owning Keystone Tachistoscopes, even more striking is the number actually USING them."

Every educator knows that there are more visual aids bought than used. Much equipment lies forgotten on the shelf, covered with dust . . . because the expected results did not materialize.

How different with the Keystone Tachistoscope! The results are so immediate — the use so interesting — the time involved so small in comparison with results achieved — that **students and teachers alike enthusiastically favor continuation of this training.**

Gains exceeding 50% have been reported by numerous classes, ranging from elementary to adult — in Reading Skills, Spelling, Arithmetic, Typewriting, Art and Music. Practical daily programs, based on classroom experience, have made possible the immediate success of teachers using the tachistoscope for the first time.

Write for *Reports of Results* being attained by schools using the Keystone Tachistoscope.

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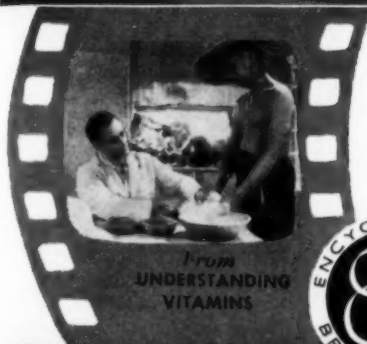


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## A PREPARATION-TYPE SALARY SCHEDULE

(Concluded from page 32)

function is in the follow-up of professional committee work. The problems involved in putting the best research and thinking in the fields of curriculum and professional practices into actual classroom use certainly has no easy or no one solution. However, the scheduling of classes for discussion of committee recommendations, new subject syllabi, etc., may assist in the never ending attempt to bridge the gap between theory and practice.

This outline of an attempt to implement a professional salary schedule is necessarily incomplete. Primary emphasis has been placed on the philosophy of voluntary participation in this program for stimulating professional growth, and the effort to meet the training needs of the staff without resort to subsidy or compulsion. A *Handbook for the Evaluation of Professional Training* with the story of the Milwaukee program is available.

## ECONOMICS IN SCHOOLHOUSES

(Concluded from page 39)

capacity to be efficient and not be wasteful of the taxpayers' money. It should also have distinctly more than 50 per cent of its total area to instruction.

An excess of features not required by law or regulation is built into many school buildings resulting in monumental structures. If these superfluous spaces, high-priced materials, and unneeded equipment were eliminated from the original plans and specifications, lower costs and better utilization would result.

In selecting materials which are to be used in the construction of a new school building extreme care should be exercised to specify such materials and apparatus that will eliminate so far as possible future maintenance and replacement. The preparation of specifications which will result in the highest degree of utility with economy requires the judgment of a most experienced architect.

### Sturdy Beauty Needed

School buildings receive the maximum of hard usage. They must be sturdy, yet it is most desirable to build in a homelike atmosphere. This combination of homelike beauty and sturdiness in a school is the only means of making sure that pupils, teachers, and custodians will all live in a happy environment.

The school architect's specialized knowledge enables him to plan efficiently and to select the most suitable materials. This is the only sure way to attain total economy.

## SUBSTITUTE TEACHING

(Concluded from page 28)

complete neglect of this obligation to a type of conditioning that makes a joke of the substitute in the eyes of the pupils. The

attitudes of the pupils, their reception of the substitute, the amount of sincere assistance they give, all reflect to a large extent the attitude, thoroughness, and sincerity of the regular teacher. Administration and staff must be aware of this condition and direct their efforts to make it a constructive force in the substitute teaching situation.

The substitute teaching situation is big and promises to grow bigger. Increasing grants of emergency and sick leave and increasing recognition of the need of time for furthering professional growth and insight among teachers are directing the trend in this direction. It is naïve to suppose that substitute teaching will ever become easy, but the work can be made much more pleasant and a far greater contributive link in the chain of the educational program than it has often been in the past.

## TEST TV IN SCHOOLS

Schools in Montclair and Bloomfield, N. J., co-operated on April 30 with the Montclair State Teachers College in a full day's test of TV for instructional use. Eight programs, embracing foreign language, music appreciation, current events, local civics, photography, map making, local civics, and TV were offered. Scripts were written and produced by the college students, and the observing classes picked up the programs as learning activities within the regular day's programs. As a follow-up the work was evaluated by teachers and children.



Ideal for projecting song slides and for visual education and training subjects.

Projects a clean, sharp, clearly defined picture, even on largest screens, with motion picture brilliancy attained on screens up to 22 feet wide.

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Write today for illustrated catalogue:  
Heywood-Wakefield School Furniture Division  
Menominee, Michigan.

# Act Now!— it's your last chance to enter the DELTA SCHOOL LAYOUT CONTEST

**DEAD-LINE — JULY 31, 1952**

## WHAT THIS CONTEST IS ALL ABOUT

Just to refresh your memory about this contest, it is sponsored by the makers of Delta Power Tools for the purpose of gathering and presenting the most advanced thinking on modern efficient school shop layouts.

You are urged to submit your ideas on this subject—as one of the men best qualified to know school shop requirements, now and in the future.

At the close of the contest the best plans submitted are to be assembled in book form—as a service to school men throughout the world.

## IT'S EASY TO ENTER

All you do is send for the Delta Official Contest Kit. It contains all the information you need—Contest Rules and Instructions, Entry Form, Official Floor Plan sheets and full directions on how to prepare your entry.

**Important:** There's time enough to prepare your ideas if you act now! July 31 midnight is the dead-line—and it's getting closer.

## WHO DETERMINES THE WINNERS?

As you also know, the contest entries will be submitted to a panel of five distinguished judges, all leaders in the field of Industrial Arts and Vocational Education—

### DR. C. C. CAVENY

Dean, Chicago Campus—University of Illinois

### DR. C. H. GRONEMAN

Head, Industrial Education—Texas A. & M. College

### HANS W. SCHMIDT

Former Building Service Supervisor—Wisconsin State Dept. of Education

### DR. W. W. THEISEN

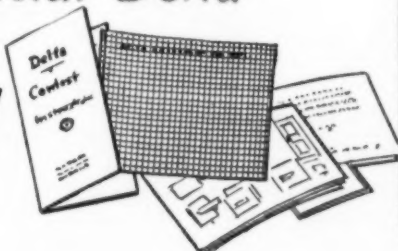
Ass't. Supt. of Schools—Milwaukee Public Schools

### GILBERT G. WEAVER

Director of Training—State Education Dept., New York, New York

The decision of the judges will be final, of course; and all entries will be the property of Delta Power Tools

*To Get the Official Delta  
Contest Kit—  
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## Your Golden Opportunity!

COMPETE FOR ONE OF THESE  
**37 VALUABLE PRIZES**

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"The Best School Shop Layout"

### 6 PRIZES:

Each \$350 worth of Delta Tools—your own selection — for the best school shop layout in each of the following six divisions:

1. Elementary School Shops—7th and 8th Grades
2. High School Shops—9th to 12th Grades
3. Junior High School Shops—7th, 8th, 9th Grades
4. Senior High School Shops—10th, 11th, 12th Grades
5. Technical High School Shops—Trade Schools, Vocational, Continuation and Part-Time and Adult Education Schools.
6. Technical Institute Shops—high school post-graduate courses or 13th and 14th grades.

### 30 other desirable prizes

You may submit entries in as many divisions as you want. All you need to do is fill in the coupon and send it to Delta. You'll receive an Official Contest Kit containing:

- Contest Rules
- Official Contest Floor-Plan Sheets
- Contest Instructions
- Official Entry Form

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for the Delta School Shop Layout Contest

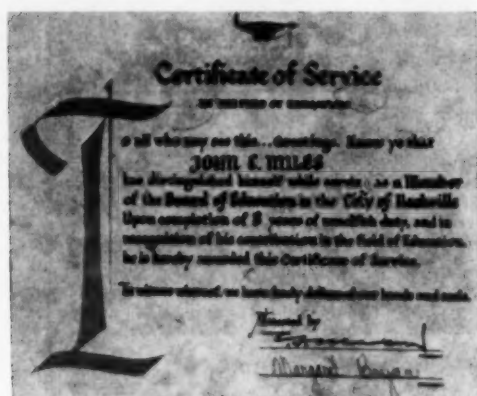
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Position \_\_\_\_\_  
School \_\_\_\_\_  
Address \_\_\_\_\_  
City \_\_\_\_\_ Zone \_\_\_\_\_ State \_\_\_\_\_



## News of Products for the Schools

### Certificates of Service Offered Free to Schools

To recognize services of retiring board members or other school officials, a certificate of merit in the field of education is offered free to school systems by the Herman Nelson Division, American Air

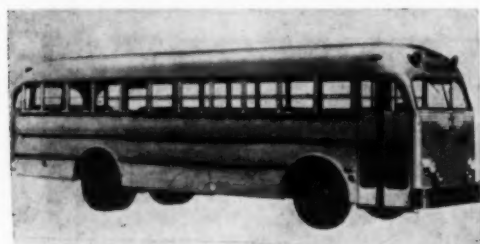


Filter Company, Inc., Moline, Ill. The certificates, suitable for framing, are attractively printed on parchment paper in diploma-type lettering, are 11½ by 8½ in. in size and carry no advertising of any kind. Certificates may be ordered by forwarding the name of the individual to be honored, his position, number of years of service, and the name of the city or other school systems which he has served, to the Herman Nelson Division. They will inscribe the certificates ready for the signature of the president and secretary of the Board and forward them to the proper authority.

(For Convenience, Circle Index Code 032)

### Large Transit-Type School Bus Announced

A new, economically priced transit-type bus, specially designed for pupil transportation, has just gone into production at Superior Coach Corporation, Lima, Ohio. In announcing the new 1952 Superliner coach, J. H. Shields, Superior President,



FOR PUPIL TRANSPORTATION

said "With larger enrollments, increasing congestion on our highways, and better public appreciation of the importance of safe, comfortable school transportation, there is growing demand for advanced,

transit-type school buses, both for daily pupil transportation and for extracurricular activities." Larger capacity with shorter wheelbase, better visibility, easier steering, shorter turning radius, and increased convenience are just a few of the Superliner's reported advantages over ordinary school buses.

For further information write to *Superior Coach Corporation, Section S.B.J., Lima, Ohio.*

(For Convenience, Circle Index Code 033)

### Adding Machine Which Adds To 13 Places Announced

Today's astronomical figures have had repercussions in previously unsuspected quarters. Underwood Corporation, striving to provide business machines capable of computing in billions presumably to enable larger business organizations to figure tax bills, has announced a new adding machine which can add up to 99,999,999,999.99 in two columns simultaneously. It is known as the Underwood Sundstrand Adding-Tabulator Model 11240SP-13.

(For Convenience, Circle Index Code 034)

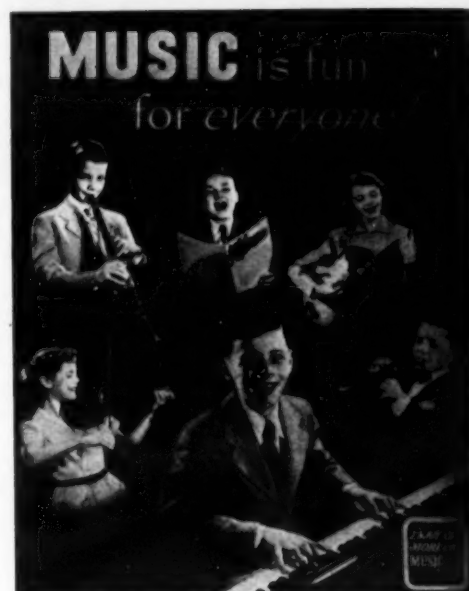
### Tile Color Classification Chart Issued by Institute

The Asphalt Tile Institute has just issued an up to date Color Classification Chart designed to clarify to the trade the various asphalt tile manufacturer's color designations. The new chart is a guide to show the commercial equivalents of the manufacturers' color lines which give the same color tone or effect. It was developed for the convenience of architects, builders, flooring contractors, and anyone

who may have to select and specify asphalt tile.

Copies may be obtained without charge by writing to the *Institute's office at 101 Park Avenue, Section S.B.J., New York 17, N. Y.*

(For Convenience, Circle Index Code 035)



### Free Posters About Musical Activity, Available to Schools

The third in a series of posters about musical activity for children, for posting in schools, libraries, and other public places, has been prepared by the American Music Conference. It is available without charge on request to AMC at 332 S. Michigan Avenue, Chicago, Ill. AMC is a public service organization devoted to stimulating increased musical activity among all groups and all ages of people.

(For Convenience, Circle Index Code 036)

(Continued on page 80)

### School Supply Warehouses Bulging Despite "Talk" of Shortages

MUCH is being said today about shortages. Most school suppliers, however, had bulging warehouses in early 1952, according to T. D. Wakefield of the F. W. Wakefield Brass Co., Vermilion, Ohio.

With the crop of school children increasing, they are being crammed into space in storerooms, warehouses, churches, public halls, any odd place able to house the teaching programs because school building is still severely curtailed by federal ukase, he said.

Commenting upon conditions in the industry with which Wakefield as a manufacturer of school lighting is most familiar, Wakefield notes that in general the lighting manufacturers began to notice a falling off of orders during the last quarter of 1951. In some cases shipments remained high until into January, 1952, because of the backlog of orders on hand for buildings

which needed no authorization. Since that time it is apparent that restrictions are tying up orders in that field.

As to materials available for processing, "I can speak only from our own experience," he says, "and we have the largest supply of steel and materials in many years. The steel is of high quality, direct from the mills. This, in spite of the talk of steel shortages."

Mr. Wakefield says that a member of the U. S. Department of Education is authority for the statement that the Department is working on a plan whereby school construction projects would be self-authorized up to 75 tons of steel. He believes that this is a start, but much broader approval is needed to get schoolhouse construction under way in a manner that will take care of hundreds of thousands of children now served inadequately by their physical facilities for schooling.

# The IRWIN 600 LINE

*for Satisfaction*

**THAT GROWS WITH EVERY YEAR OF USE**

You'll be increasingly glad as the years go by that you bought IRWIN 600 desks and chairs, for you'll find their great versatility equal to every change in teaching methods and classroom requirements. Moreover, the negligible factor of maintaining them will become more and more apparent. Their tubular steel construction is so rugged and sturdy, and their G-E TEXTOLITE\* surfaced tops will remain new-looking for years, for G-E TEXTOLITE is immune to acid, ink and paint, and mighty discouraging to the destructive pranks of the "Jimmies" and "Johnnies." It is germ-proof and cleaned with the whisk of a damp cloth. Available in a choice of attractive colors with desk tops of G-E TEXTOLITE 10580 or simulated birch (may also be had with hardwood plywood top). For complete satisfaction, now, and for many years to come, investigate the IRWIN 600 line. Further details and catalog of our complete line of classroom and auditorium seating will be sent on request.

\* Reg. U.S. Pat. Off.



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**GRAND RAPIDS, MICHIGAN**





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Today, every plant needs security protection—to guard against dollar losses, and to prevent sabotage, thievery and accidents. Long-lasting Continental fence provides maximum safety for minimum investment. Contact nearest Continental sales office for a lifetime of protection and for your own fence "security program."

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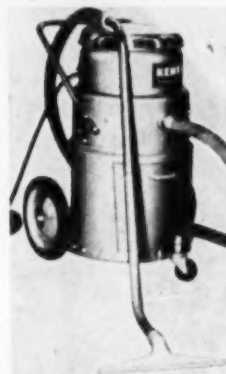
**CONTINENTAL STEEL CORPORATION**

## News of Products . . .

(Continued from page 78)

### Triple-Power Vacuum Cleaner With By-Pass Motor Announced

One of the oldest manufacturers of floor machines and vacuum cleaners—has developed a new vacuum cleaner for wet and dry work which utilizes a by-pass motor,



dry work which utilizes a by-pass motor, and is so designed that it is exceptionally quiet and efficient. The motor unit in this new vacuum does not depend on the vacuum air stream for cooling, but a separate stream of air is provided for this purpose. The tank is equipped with a convenient valve for drawing off water, and dirt can may be emptied by simply loosening the clamps and removing the can without disturbing the motor unit. A wide variety of tools is available which will take care of most cleaning problems.

For additional information write to the  
*Kent Company, Inc., Section S.B.J., 326  
Canal Street, Rome, N. Y.*

(For Convenience, Circle Index Code 037)

(Continued on page 83)

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Editor and Custodian Instructor

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## Descriptive Material

► A 4-page folder about the "Big 3" shows in detail the daylighting function of each of the three new PC 12 in. Light-directing and Light-diffusing Functional Glass Blocks, and their counterpart, the 5 PC 8 in. Functional Glass Blocks. This new folder is available from the Pittsburgh Corning Corporation, Section S.B.J., 307 Fourth Avenue, Pittsburgh 22, Pa.

(For Convenience, Circle Index Code 038)

► "Solving Roof Problems," an attractive 32-page brochure thoroughly explores such subjects as the various types of roofs, how they are built, what factors enter into their deterioration, how roof troubles can be diagnosed and treated. Copies may be obtained from The Tremco Manufacturing Company, Section S.B.J., 8701 Kinsman Road, Cleveland, Ohio.

(For Convenience, Circle Index Code 039)

► "Slate Chalkboards Are Modern Too" is the title of a new folder describing the advantages of this product, available on request from the Pennsylvania Slate Producers Guild, Section S.B.J., 211 Reality Bldg., Pen Argyl, Pa.

(For Convenience, Circle Index Code 040)

► Do you want to know how to repair roofs? In words and pictures, a new book entitled "Saving Old Roofs," illustrates how periodic maintenance can prolong roof life for many years and bring an old "worn out" roof back to life and actually save the cost of an entirely new roof job. A free copy of "Saving Old Roofs" will be sent on request, by The Tropical Paint and Oil Company, Section S.B.J., Cleveland 2, Ohio.

(For Convenience, Circle Index Code 041)

## Manufacturers' News

► H. S. Warvel has been appointed General Sales Manager of the Norcor Manufacturing Company, Inc. Widely known as "Pete" in



H. S. WARVEL

the educational equipment field, Warvel comes to Norcor with an extensive background in and knowledge of the school seating field gained through more than 16 years experience with one of the major producers of school furniture. Simultaneously with this appointment, the General Sales Offices will be moved from Chicago to the home office at Green Bay in a further effort to give better service and assistance to Norcor's customers and distributors.

► A school shop layout contest, started in November, 1951, and sponsored by the Delta Power Tool Division, Rockwell Manufacturing Co., Pittsburgh, has produced over 4000 entries to date, according to John Claude, Special Schools Representative. Under the title-theme "School Shops for Today and Tomorrow,"

► A. B. Dick Company, Chicago, manufacturer of A. B. Dick mimeograph and lithograph products, today announced its entry into the spirit duplicating market with a complete line of spirit carbons, ready-to-use master sets and miscellaneous spirit duplicating products. Designed to insure stainproof handling, the new A. B. Dick master sets and spirit carbons feature carbon deposits "locked-in" beneath a protective metallic coating which covers the carbonized surface of the carbon sheets.

## Check List of Advertisers, New Supplies, and Equipment

To facilitate use of this index, a code number identifies the advertisements and new supplies and equipment carried in this issue. The page reference is also included. In requesting further details, subscribers may write direct to the individual companies or may use the coupon when requesting information from a number of firms.

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For information on products, services, booklets, and catalogs, advertisers may simply encircle the code number identifying a product. (Clip and mail the coupon below to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention.)

### THE AMERICAN SCHOOL BOARD JOURNAL

June, 1952

400 North Broadway, Milwaukee 1, Wis.

Please send information offered in the advertisements we have encircled.

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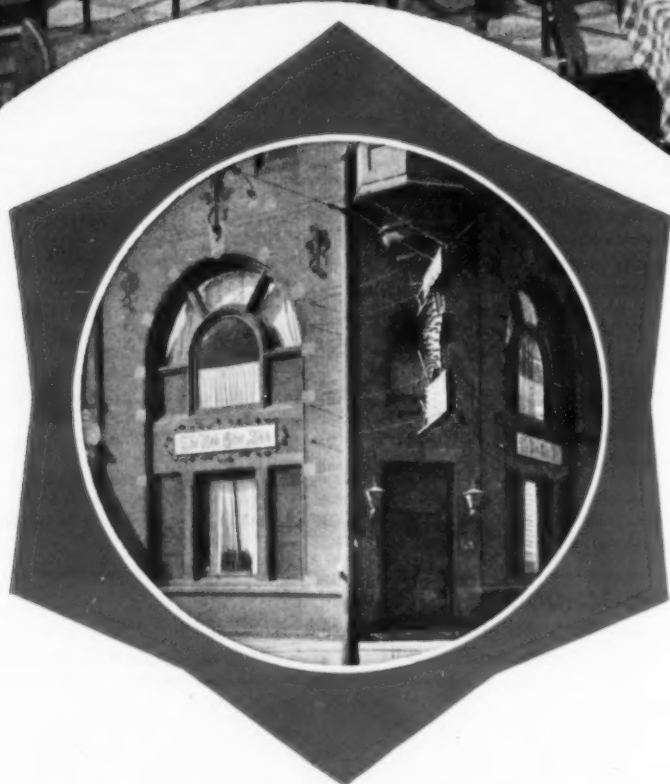
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*SCHOOL BOARD JOURNAL for JUNE, 1952*